Ontario Council on University Affairs

Twelfth Annual Report March 1, 1985 to February 28, 1986

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March, 1986

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Letter of Transmittal

Ontario

Ontario
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University
Affairs

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7th Floor
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February 28, 1986

The Honourable Gregory Sorbara,
Minister of Colleges and Universities,
13th Floor,
101 Bloor Street West,
Toronto, Ontario
M5S 1P7

Dear Mr. Sorbara:

I respectfully submit herewith the Twelfth Annual Report of the Ontario Council on University Affairs, which covers the period from March 1st, 1985 to February 28th, 1986.

Yours sincerely,

Marnie Paikin

M. Paikin
Chairman

Members and Officers of the Ontario Council on University Affairs 1985-86

Charles Armstrong (1988)*
Ottawa

Mary Ascah (1988)
Huntsville

Suzanne Aziz (1987)
London

Jean-Michel Beillard (1986)
Ottawa

Charles Carmichael (1987)
Ilderton

Jack Cole (1988)
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Frank DeMarco (1987)
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Brian O'Riordan (to Sept. 1985)
Research Officer

Susan Pape
Administrative Assistant

Diana Royce (from Dec. 1985)
Research Officer

Paul Stenton
Senior Research Officer

(Members' terms expire on February 28 of the year indicated in parenthesis)

*(*resigned before term completed)*

Introduction

Introduction

The Twelfth Annual Report of the Ontario Council on University Affairs covers the period March 1, 1985 to February 28, 1986 and contains the full text of all Advisory Memoranda issued during the year. The report also contains a list of Council's public meetings for the year and the response of the Government to the recommendations made by Council.

Council's Advisory Memoranda

85-I Funding for University Undergraduate Certificate and Diploma Programs and Ryerson Certificate Programs

On June 3, 1983, the Minister of Colleges and Universities, in response to Advisory Memorandum 83-I, referred back to Council the undergraduate quasi-professional certificate programs in Recreation Resource Management and Community Recreation at the University of Ottawa, which Council had recommended for formula funding approval. The Minister requested that:

> . . . Council review the policy of funding such programs outside of the colleges of applied arts and technology which have a specific mandate to provide programs at this level. If funding is considered appropriate, a clear rationale for the support of certificate programs at the University level and at Ryerson Polytechnical Institute should be identified.

In response to the Minister's referral, Council undertook to examine the funding arrangements for certificate programs at Ontario universities and at Ryerson Polytechnical Institute. During the course of this examination it became apparent that some universities use the term "diploma" and others use "certificate" in reference to similar program offerings. As a result, Council expanded its review to include both certificate and diploma offerings at the universities as well as certificate programs at Ryerson. In this memorandum, Council provides policy advice with respect to the funding of such programs and reaffirms its recommendation in Advisory Memorandum 83-I that the University of Ottawa's certificate programs in Recreation Resource Management and Community Recreation be eligible for formula funding support.

I. University Undergraduate Certificate and Diploma Programs

Council began its review of university undergraduate certificate and diploma programs by examining the governing Acts of each institution. The Acts of nine universities — Lakehead, McMaster, Ottawa, Toronto, Waterloo, Western, Wilfrid Laurier, Windsor and York — specify that these universities are empowered to grant certificates in virtually any discipline or field which they deem appropriate. The other institutions' Acts do not specify that they can grant certificates but Carleton, Guelph and Laurentian list undergraduate certificate programs among their current offerings. All institutions, except Queen's, are authorized to grant diplomas. Notwithstanding the legal mandates of the institutions, Council doubts that it was Government's intention to allow some institutions and not others to offer certificate and diploma programs. Council believes that all universities should be able to offer certificate and diploma programs.

It is Council's view that the primary mission of the universities in the instructional area is to prepare students to fulfill the requirements of undergraduate and graduate *degree* programs. In certain circumstances and disciplines, however, Council recognizes that it may be appropriate for universities to offer some Government-funded certificate and diploma programs. These programs contain, in virtually all instances, existing courses which are already offered within degree programs. Council believes that certificate and diploma programs can serve a useful upgrading purpose for those working in a given field who feel that their educational needs would best be served by exposure to university instruction.

Council next reviewed appropriate sections of the Ministry's *Operating Formula Manual*. In the *Manual* a program is defined as a:

> . . . sequence of courses or other units of study prescribed by an institution for the fulfillment of the requirements of a particular degree, diploma, or certificate.[1]

However, the terms degree, diploma and certificate are not defined in the *Manual* and presumably are left to the institutions to define.

The term "credit" is not specifically defined in the *Manual* either, although an implicit definition of credit is contained within the definition of "unit of study":

> A course credit, credit hour or other unit of measurement established by a university to represent one part of the total requirements for completion of a degree or diploma program.[2]

Council defines the term "credit" for the purposes of this memorandum as referring to a course which is eligible for credit towards a degree. Only credit courses should be eligible for formula funding. It has never been intended by Council or by Government that non-credit courses in continuing education programs should receive formula funding.

It is Council's view that for a course in a certificate or diploma program to be eligible for formula funding it must be:

a) eligible for credit toward a degree as approved by a Senate or Governing Council;

and in addition, courses must be contained within a certificate or diploma program which has:

b) minimum admission requirements that are the same as those for degree students; and
c) similar methods of academic assessment for degree, diploma and certificate students.

Council believes that reference to these three principles is essential in determining whether courses in a certificate or diploma program should be funded by Government.

In order to assess the current situation within the university system, Council surveyed undergraduate certificate and diploma programs offered at the universities during the 1984-85 academic year (see Appendix A). It is clear from Council's review that its three principles, which underlie the rationale for the funding of courses in certificate and diploma programs are, at present, generally being met. However, the review indicates that several institutions are currently offering certificate and/or diploma programs which have minimum admission requirements that are lower than those for degree students. Council believes that, in order for the courses contained in these programs to be eligible for Government funding, the institutions concerned should ensure that these requirements are amended in order to reflect principle (b) above.

Council also found that, while in most instances the courses in certificate and diploma programs are offered for credit toward an approved degree, certain anomalies do exist. A number of certificate programs at the University of Toronto include among their courses of instruction "certificate courses" which are designed specifically for certificate programs and are not transferable towards a degree. However, Council is assured that these "certificate courses" are not reported by the University of Toronto as being eligible for formula funding. As well, Council notes that Lakehead University is offering diploma programs which are composed of a number of courses which do not carry degree credit and others which are termed, simply, "diploma" courses. These courses currently are reported as being eligible for formula funding.

With respect to the diploma offerings at Lakehead, Council notes that its engineering technology programs are part of a continuum which leads on to the engineering degree

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1. *The Ontario Operating Formula Manual*, Ministry of Colleges and Universities, 1984. p. 13.
2. *Ibid.*, p. 44.

program. These programs, as well as the Forest Technology and Library Technology programs, have existed for a considerable period of time at Lakehead and are continuing to meet a regional need in Northern Ontario. It is Council's understanding that Lakehead's diploma offerings are part of an internal review of undergraduate programs which is being undertaken at the university. While it is clear that the programs are composed of courses which do not meet the three principles outlined by Council for eligibility for formula funding, Council believes that the diploma programs at Lakehead should continue to be funded pending the results of the review process.

Council agrees with the sentiments expressed by the Minister in a letter of July 13, 1983 to the Rector of the University of Ottawa to the effect that university certificate programs should not be promoted, among those leaving grade 12 or 13, as an alternative to programs offered by the Colleges of Applied Arts and Technology (CAATs). The list of certificate and diploma programs currently offered at the universities indicates that some overlap exists with the CAATs with respect to programs offered in particular subject areas. Council shares the Minister's concern that the universities not impinge on the mandate of the CAATs to provide certificate programs in the particular "core" range of offerings outlined by the province in 1966:

a) Engineering technician and technologist programs below university level
b) Semiprofessional non-engineering type programs (e.g. in the paramedical field)
c) High level programs in office and distributive occupations, specifically of junior and middle management level, and including courses for small business
d) Agricultural and agricultural-related programs at least in rural areas, in co-operation with the Department of Agriculture
e) General adult education programs, including cultural and leisure time activities
f) Programs of recreation, including physical education
g) General or liberal education courses, including remedial courses in basic subjects, and often incorporated as part of the other programs (e.g. English, Mathematics, Science)
h) Retraining, upgrading and updating courses
i) Trades skills, pre-apprenticeship, and apprenticeship training
j) Service industry courses (e.g. for tourist industry)
k) Commercial courses (e.g. cost accounting, junior accounting, data processing, computer programming)
l) Other courses to meet local needs.

> With respect to the general or liberal education courses, and the general adult education programs, . . . these are not thought of as university level courses.[3]

Council is also aware that community colleges have three major responsibilities:

> 1) to provide courses of types and levels beyond, or not suited to, the secondary school setting;
> 2) to meet the needs of graduates from any secondary school program, apart from those wishing to attend university; and
> 3) to meet the educational needs of adults and out-of-school youth, whether or not they are secondary school graduates.[4]

While acknowledging that it is probably not possible to prevent, in every instance, some overlap between CAAT and university offerings, Council believes that every effort should be made to ensure that their distinctive roles within the post-secondary setting are respected, while at the same time allowing for some appropriate cooperation where institutional circumstances clearly warrant. Although some program overlap is inevitable, Council believes that the essential difference between offerings at the CAATs and the universities lies in both the rigour and the academic level of their respective programs.

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[3] *Colleges of Applied Arts and Technology: Basic Documents*, Ontario Department of Education, June 1966, p. 13.

[4] *Ibid.*, p. 13.

Accordingly, Council *recommends to the Minister:*

OCUA 85-1
FUNDING FOR UNIVERSITY UNDERGRADUATE CERTIFICATE AND DIPLOMA PROGRAMS

THAT Ministry funding approval policies for courses within undergraduate certificate and diploma programs at Ontario universities should reflect the principles and discussion outlined in this Memorandum, that is, they must be:

a) eligible for credit toward a degree as approved by a Senate or Governing Council;

and in addition, courses must be contained within a certificate or diploma program which has:

b) minimum admission requirements that are the same as those for degree students; and
c) similar methods of academic assessment for degree, diploma and certificate students.

II. Certificate Programs in Community Recreation and Recreation Resource Management, University of Ottawa

The University of Ottawa certificate programs in Community Recreation and Recreation Resource Management as noted in a letter of June 21, 1983 from the Rector of the University of Ottawa to the Minister:

i) are parts of regular currently offered baccalaureate programs
ii) are accessible to part-time students who fulfill the normal admission requirements for university entrance
iii) enable those students admitted to concentrate their studies in an area of the discipline specifically directed to their existing and projected occupational needs.[5]

As well, as noted by the Rector, the programs:

> . . . have been designed to fill the needs of persons already employed in leisure services and related careers to the leisure services sector. Potential candidates for those two certificates must possess a university degree in a subject area other than Recreology; or be admissible as mature applicants and having not less than two years of relevant experience. Futhermore, the students registering in these two certificates will be expected to maintain the same level of performance as other students in the Honours Recreology program. In the light of this information, you will realize that university certificate programs do not at all correspond to certificate programs offered at the college level. Instead, they allow us to be more relevant, in terms of the needs of the marketplace and to assure between the latter and the university a flexibility which has been several times commended in the past by different commissions and even by the report on the Third System.[6]

Council is convinced that the Ottawa certificate programs are quite different from those offered by the CAATs and that they serve a different clientele. They fully meet the principles outlined earlier for funding of certificate and diploma programs. Council, therefore, reaffirms its Recommendation 83-1 in Advisory Memorandum 83-I that these programs be eligible for formula funding support.

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[5] Letter from Dr. Roger Guindon to the Honourable Bette Stephenson, July 13, 1983.

[6] *Ibid.*

III. Certificate Programs at Ryerson Polytechnical Institute

In Advisory Memorandum 78-IV, Council made recommendations on both the mechanism for program review and the funding status of both existing and future degree, diploma and certificate programs at Ryerson Polytechnical Institute. With respect to the funding arrangements for certificate programs at Ryerson, Council's position, as expressed in the Memorandum and in a clarifying letter from Dr. Winegard to the Minister, was that the Institute's existing arrangements for certificate programs should continue. In explaining Council's position, Dr. Winegard stated that:

> Only those courses in certificate programs that are also approved courses in a diploma or degree program should be eligible for counting. Non-credit courses should be ineligible for funding. By this method, we have insured that credit courses which are eligible for funding in certificate programs will have already been approved as part of an existing degree or diploma program.[7]

Council remains committed to this position.

Council recognizes that Ryerson is empowered by its governing act to award certificates, and that these certificate programs are significantly different from either Ryerson diploma or degree programs in their objectives and duration. Certificate programs at Ryerson (see Appendix B), all of which are offered through the Continuing Education Division, are intended to provide skills training, over a short period of time, for those already employed. They are not intended to prepare students for a career in a particular field. The certificate approach allows Ryerson to respond quickly and to adapt its course offerings to the needs of the marketplace. Council continues to support strongly Ryerson's efforts in this regard.

Council notes that students who are interested in working towards a certificate at Ryerson must first complete a specified number of required courses and electives before applying formally for the certificate. This practice differs somewhat from the situation at most universities where students are admitted to, and registered in, the program while completing the requirements for a certificate or diploma. In endorsing the position, as outlined in Dr. Winegard's letter regarding the funding arrangements for certificate programs at Ryerson, it is Council's view that for a course in a certificate program to be eligible for formula funding the course must have:

a) already been approved as part of an existing degree or diploma program and be transferable for full credit towards a degree or diploma;
b) minimum admission requirements that are the same as those for degree or diploma students; and
c) similar methods of academic assessment for degree, diploma and certificate students.

Council believes that reference to these three principles is essential in determining whether courses in certificate programs at Ryerson should be funded by Government.

The principles outlined above are consistent with Council's 1978-79 position. Council believes that funding should only be provided for courses in certificate programs at Ryerson which are equivalent, in all respects, to approved credit courses which are part of currently funded diploma or degree programs. Council, in establishing its criteria for the funding of courses in certificate programs at Ryerson, was guided by the principle that credit courses which are eligible for funding in certificate programs must already be approved as part of an existing diploma or degree program.

Council believes that in order to be eligible for Government funding, all courses in certificate programs at Ryerson must have minimum admission requirements that are the same as those for diploma or degree students. While acknowledging that the majority of those registering at Ryerson in individual courses are likely to be admitted on the basis of their "mature student" status, Council believes it is essential that the same admission standards be applied to students enrolling in all Government-funded courses at Ryerson which may be credited towards a certificate, degree or diploma. As well, it is Council's view that for purposes of academic assessment, students registered in a certificate course must be treated in the same manner as degree and diploma students in order to ensure that an equivalent level of rigour is being applied in all Government-funded programs at Ryerson.

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[7] Letter from Dr. W. C. Winegard to the Honourable Bette Stephenson, February 15, 1979.

Council has acknowledged the difficulties involved in preventing, in every instance, some overlap among college, university and Ryerson offerings. Council also recognizes that the list of Ryerson offerings in the certificate area suggests that the problem of impingement with respect to the CAATs is more pronounced in the case of Ryerson than with any of the universities. Given that both Ryerson and the CAATs are attempting to relate directly to the needs of the marketplace, Council believes that such an overlap is inevitable. Nevertheless, Council urges Ryerson to continue offering certificate programs in subject areas which are unique and which fill a need that cannot be met by the CAATs or the universities. Council believes that all Ryerson programs, whether they be degree, diploma or certificate, are at a different academic level, and offerings at the CAATs should not be considered equivalent.

Accordingly, Council *recommends to the Minister:*

OCUA 85-2
FUNDING FOR CERTIFICATE PROGRAMS AT RYERSON POLYTECHNICAL INSTITUTE

THAT Ministry funding approval policies for courses within certificate programs at Ryerson Polytechnical Institute should reflect the principles and discussion outlined in this Memorandum, that is, they must have:

a) already been approved as part of an existing degree or diploma program and be transferable for full credit towards a degree or diploma;
b) minimum admission requirements that are the same as those for degree or diploma students; and
c) similar methods of academic assessment for degree, diploma and certificate students.

M. Paikin
Chairman

March 22, 1985

Appendix A

Certificate and Diploma Programs
Ontario Universities — September 1984

INSTITUTION	CERTIFICATE/ DIPLOMA	DESCRIPTION	# OF COURSES REQUIRED (Credit/Non-Credit)	ADMISSION REQUIREMENTS	REMARKS
BROCK	Certificate	Public Administration	7 courses (all credit)*	— same as for admission to degree program	
	Certificate	Urban and Environmental Studies	6 courses (all credit)	— same as for admission to degree program	
CARLETON	Certificate	English Language & Composition	5 courses (all credit)	— university degree or teaching certificate	— intended for practicing teachers — upgrade knowledge of the areas that underlie the new Ontario guidelines & support documents
	Certificate	French Language	6 courses (all credit)	— senior matriculation with 60% overall average or mature matriculation — pass french proficiency test (which is equivalent to an intermediate level university course)	
	Certificate	Law Enforcement Studies	6 courses (all credit)	— senior matriculation with 60% overall average or mature matriculation — junior matriculation & 3 years of experience in a police force or equivalent agency	
	Certificate	Public Service Studies	6 courses (all credit)	— junior matriculation — experienced applicants without junior matriculation considered on their merit	
	Certificate	Teaching English As A Second Language	5 courses (all credit)	— undergraduate Degree in Linguistics or another subject — extensive experience in teaching	
	Diploma	Music	5 courses (all credit) + Graduating Recital	— senior matriculation & adequate level of performance — special consideration given to applicants under mature matriculation regulations	

*The term "credit" indicates that the courses are eligible for credit towards a degree.

Appendix A (continued)

Certificate and Diploma Programs
Ontario Universities — September 1984

INSTITUTION	CERTIFICATE/ DIPLOMA	DESCRIPTION	# OF COURSES REQUIRED (Credit/Non-Credit)	ADMISSION REQUIREMENTS	REMARKS
GUELPH	Certificate	Computing & Information Science	8 courses (all credit)	— same as for admission to degree program	— may be taken alone or in addition to a degree
	Diploma	Applied Statistics	10 half (one semester) courses (all credit)	— same as for admission to degree program	— not a program per se — part of a student's normal program
	Diploma	Agriculture	non-credit		— funded by by Ont. Ministry of Agriculture and Food
LAKEHEAD	Diploma	Engineering Technology		— junior matriculation with overall average of at least 60%	— Engineering Technology programs have a common first year which consists of 10 half courses. The courses, in some cases, do not carry degree credit and in others, (i.e., physics) are designed for Eng. Tech. students and may only be taken for degree credit by students *not majoring in that particular field* — diploma program in Engineering Technology requires 3 yrs. (full-time) of study from Gr. 12 and 2 yrs. of full-time study from Gr. 13 — programs offered in four disciplines: Chemical, Civil, Electrical and Mechanical
	Diploma	Forest Technology	2 yr. full-time study 20 half (one semester) courses	— junior matriculation with overall average of at least 60%	— courses specified as "diploma" courses
	Diploma	Mechanized Forest Operators Diploma	1 yr. full-time study 10 half (one semester) courses	— gr. 12 math & science subjects required — successful completion of Forest Technology program or equivalent	— courses specified as "diploma" courses not currently offered
	Diploma	Library Technology		— junior matriculation	— majority of courses specified as "diploma" courses
	Diploma	Business*			— *the diploma in Business Administration program is being phased out — only the 3rd yr. of the program will be offered in 84/85 — program eliminated in 85/86
	Diploma	Native Teacher Education	2 courses (both credit)	— successful completion of Ont. Gr. 13 (with at least at 60% average) — applicants may be considered on an individual basis	

Appendix A (continued)

Certificate and Diploma Programs
Ontario Universities — September 1984

INSTITUTION	CERTIFICATE/ DIPLOMA	DESCRIPTION	# OF COURSES REQUIRED (Credit/Non-Credit)	ADMISSION REQUIREMENTS	REMARKS
LAURENTIAN	Certificate	Native Classroom Assistant	3 non-credit five-week courses	— open to persons of Native Canadian ancestry who have been selected by responsible authorities of their reserves	— offered at Laurentian campus by Faculty of Ed., Nipissing Univ. College
	Certificate	Business Data Processing	5 or $5\frac{1}{2}$ courses (depending on option chosen) — all credit	— students must meet the admission requirements for the B.A. general program	
	Certificate	Competence in French As A Second Language	5 courses (all credit)	— students must earn a minimum score of 95 in the Laval test, pass an oral test and be admissible to the university	
	Certificate	French, Principal Language of Communication	6 courses (all credit)	— students must be eligible for admission to the university — cert. also offered to those holding a degree	
	Certificate	Family Life Studies & Human Sexuality	5 courses (all credit)	— students must be eligible for admission to the university — cert. also offered to those holding a degree	
	Certificate	Fineparticle Science	5 courses (all credit)	— students must be eligible for admission to the university	
	Certificate	Legal Interpretation	5 courses (all credit)	— must meet admission requirements of the university, have experience in the para-legal professions, pass a test in French and English	— courses are drawn from the School of Translators & Interpreters which also offers a Bachelor of Science in Language (B.Sc.L) program
	Certificate	Studies of the Co-operative Movement	5 courses (all credit)	— must meet admission requirements to the Bachelor of Arts general program	— coop courses required for the certificate are the same as those required for the concentration program for the general B.A.
	Certificate	Law & Justice	5 courses (all credit)	— meet meet admission requirements to the Bachelor of Arts general program	— courses required for the certificate are the same as those required for the concentration program for the general B.A.
	Diploma	Public Administration	6 courses (all credit)	— undergraduate degree or equivalent academic qualifications — those applicants who do not hold an undergraduate degree but have significant professional experience in the field will be considered for probationary admission	— multi-disciplinary program — four of the six courses are at the 4th year level

Appendix A (continued)

Certificate and Diploma Programs
Ontario Universities — September 1984

INSTITUTION	CERTIFICATE/ DIPLOMA	DESCRIPTION	# OF COURSES REQUIRED (Credit/Non-Credit)	ADMISSION REQUIREMENTS	REMARKS
	Diploma	Fitness & Lifestyle Management	30 credits or 5 full course equivalents (all credit)	— undergraduate degree or equivalent — significant professional experience in fitness & lifestyle management	
	Diploma	Law & Justice	5 courses (all credit)	— undergraduate degree and approval of the coordinator	— program is entirely composed of 4th year level courses
McMASTER					— NIL
OTTAWA	Certificate	Business Administration	10 half (one semester) courses (all credit)	— same as for admission to degree program in Faculty of Administration	
	Certificate	Labour Management Relations	10 half (one semester) courses (all credit)	— same as for admission to degree program in Faculty of Administration	
	Certificate	Public Administration	10 half (one semester) courses (all credit)	— same as for admission to degree program in Faculty of Administration	
	Certificate	Criminology	33 credits or 5½ full course equivalents (all credit)	— general admission requirements of the Faculty of Social Sciences	
	Certificate	Community Recreation	33 credits or 5½ full course equivalents (all credit)	— must meet university admission requirements to the Bachelor degree programs	— students may not be registered concurrently in a Certificate program & degree program at the University of Ottawa
	Certificate	Recreation Resource Management	33 credits or 5½ full course equivalents (all credit)	— must meet university admission requirements to the Bachelor degree programs	
QUEEN'S					— NIL

Appendix A (continued)

Certificate and Diploma Programs
Ontario Universities — September 1984

INSTITUTION	CERTIFICATE/ DIPLOMA	DESCRIPTION	# OF COURSES REQUIRED (Credit/Non-Credit)	ADMISSION REQUIREMENTS	REMARKS
TORONTO	Diploma	Music-Artist Diploma	3 yr. program 5 full course equivalents/ year (all credit)	— must pass an audition — 5 Gr. 12 Academic Credits (not including music)	— designed to prepare performing artists
	Diploma	Music-Licentiate Diploma	3 yr. program 5 full course equivalents/ year (all credit)	— must pass an audition — 5 Gr. 12 Academic Credits (not including music)	— designed to prepare teachers of piano
	Diploma	Operatic Performance	2 years of full-time residence course work + contribution to opera performances (see remarks)	— 4 year performance degree or Music-Artist Diploma	— each candidate to plan program with a faculty member
	Certificate	Business	6 full course equivalents credit/non-credit (see remarks	— minimum Ont. Gr. 13 with an acceptable average or its equivalent	— *among the courses of instruction listed are 7 "Certificate Courses"
	Certificate	Personnel & Industrial Relations	6 full course equivalents credit/non-credit (see remarks)	— minimum Ont. Gr. 13 with an acceptable average or its equivalent	— *among the courses of instruction listed are 7 "Certificate Courses"
	Certificate	Public Administration	6 full course equivalents credit/non-credit (see remarks)	— minimum Ont. Gr. 13 with an acceptable average or its equivalent	— *among the courses of instruction listed are 7 "Certificate Courses"
	Certificate	Criminology	6 full course equivalents credit/non-credit (see remarks)	— minimum Ont. Gr. 13 with an acceptable average or its equivalent	— *among the courses of instruction listed is 1 "Certificate Course"
	Certificate	Teaching English As A Second Language	6 full course equivalents credit/non-credit (see remarks)	— minimum Ont. Gr. 13 with an acceptable average or its equivalent	— *among the courses of instruction listed are 3 "Certificate Courses"
	Certificate	Law Enforcement Studies	7 full course equivalents credit/non-credit (see remarks)	— police officers applying for admission may be considered on basis of Gr. 12 or its equivalent with an acceptable average. Police College and recommendation of Supervisor	— *among the courses of instruction listed are 10 "Certificate Courses" — *"Certificate Courses" are designed specifically for certificate programs and are not transferable towards a degree. All other courses listed as part of the individual certificate programs are Faculty of Arts and Science degree credit courses

Appendix A (continued)

Certificate and Diploma Programs
Ontario Universities — September 1984

INSTITUTION	CERTIFICATE/ DIPLOMA	DESCRIPTION	# OF COURSES REQUIRED (Credit/Non-Credit)	ADMISSION REQUIREMENTS	REMARKS
	Diploma	Gerontology	12 half (one semester) courses (all credit)	— bachelor's degree with an acceptable average (minimum B- or 70%) or equivalent academic qualifications	— part-time program for graduates who wish to specialize in this field
	Diploma	Translation	6 full course equivalents (all credit)	— bachelor's degree with an acceptable average (minimum B- or 70%) or equivalent academic qualifications — entrance examination to determine candidate's proficiency in translation and level of ability in second language	
	Diploma	Operational Research	10 half (one semester) courses (all credit)	— bachelor's degree with an acceptable average (minimum B- or 70%) in an engineering, mathematical or scientific discipline, or equivalent academic qualifications	— diploma will not be offered after the 1986/87 winter session — applications for admission won't be accepted after 84/85 academic year — students must complete the program within this 3 yr. period
	Diploma	Resource Management	5 full course equivalents (all credit)	— bachelor's degree in either Forestry, Landscape Architecture, Biological Sciences, Environmental Sciences or Managerial Sciences	
	Diploma	Technical Education	1 Academic year (all credit)	— minimum grade 12 with trade experience of five years or minimum grade 12 with a combination of post-grade 12 education (technological studies) and business or industrial experience that total five years — proof of competence in one area of technological studies	
	Diploma	Child Assessment and Counselling	11 full course equivalents (all credit)	— an approved degree with at least a B standing	— program may be modified for students with prior professional training and experience
	Diploma	Early Childhood Education	10 full course equivalents (all credit)	— an approved degree with at least a B standing	— a one year program is open to candidates with approved professional experience — candidates must complete five full courses
TRENT	Diploma	Native Studies	6 courses (all credit)	— program is open to students who have equivalent of Ont. Gr. 12 or who qualify as mature students	— courses are drawn from the Native Studies Department
WATERLOO					— NIL

Appendix A (continued)

Certificate and Diploma Programs
Ontario Universities — September 1984

INSTITUTION	CERTIFICATE/ DIPLOMA	DESCRIPTION	# OF COURSES REQUIRED (Credit/Non-Credit)	ADMISSION REQUIREMENTS	REMARKS
WESTERN	Diploma	Diplome de Francais Pratique	5 credit courses 2 non-credit courses (for diploma students only)	— must meet general university admission requirements — Ont. Gr. 13 French or practical equivalent (applicants lacking Ont. Gr. 13 French or equivalent may take normal Fr. Dept. prerequisite courses to qualify)	
	Diploma	Diplome de Francais Practique — Administrative & Commercial Studies*	(all credit) (*see remarks)	— students are governed by regulations pertaining to both the Administrative & Commercial Studies program and the Diplome de Francais Pratique	— *program permits students to complete the requirements for both a B.Arts degree in Administrative & Commercial Studies & the Diplome de Francais Pratique within a 15 course program — five credit courses in French are compulsory — 3 areas of concentration are possible in the B.Arts degree while the French component remains identical in each instance
	Diploma	Public Administration (Urban/Regional)	course requirements determined on an individual basis during admission process (all credit courses)	— open to all — offers will be based on an assessment of each candidates' potential as indicated by academic qualifications, practical experience and references	— diploma requires a number of compulsory courses — additional courses are required, the number of which is determined by each student's background
	Diploma	Journalism for Canadian Native People	3 terms of full-time study number of courses not available, however they are non-credit courses	— minimum Gr. 10 or equivalent — some experience in journalism — letter of recommendation from a recognized Native organization — proficiency in English	
	Diploma	Diploma in Education (Tech. Studies)	1 academic year (all credit courses) (21 units = 17 academic 4 practical)	— minimum Gr. 12 with trade experience of at least 5 years — academic background beyond Gr. 12 may be used to reduce the required trade experience to two years	
	Diploma	Artist Diploma in Performance-Music	1 or 3 yr. (both full-time programs) (all credit courses)	— 1 yr. — Bachelor of Musical Arts (Performance) degree or its equivalent — show evidence of exceptional performance ability — performance level of at least a Conservatory Associate student — 3 yr. — normal requirements for admission to Faculty of Music — performance level of at least a Conservatory Grade X level	

Appendix A (continued)

Certificate and Diploma Programs
Ontario Universities — September 1984

INSTITUTION	CERTIFICATE/ DIPLOMA	DESCRIPTION	# OF COURSES REQUIRED (Credit/Non-Credit)	ADMISSION REQUIREMENTS	REMARKS
	Diploma	Diplome de Francais Juridique	3 yr. in conjunction with L.L.B.	— admission to Law school	— designed to meet needs of those studying law who wish to achieve a high level of fluency in French
W.L.U.	Diploma	Business Administration	6 full course equivalents (all credit)	— undergraduate degree OR — 3 yrs. of business or government experience following most recent formal education	
	Diploma	Accounting	19 half (one term) courses (all credit)	— undergraduate degree OR — 3 yrs. of business or government experience following most recent formal education	— designed to meet all university requirements for the C.A. designation as well as provide a specialized program for industrialized personnel
WINDSOR	Certificate	Public Administration	12 half (one semester) courses (all credit)	— Ont. Gr. 13 or equivalent or as an adult student	
	Certificate	Municipal Administration	12 half (one semester) courses (all credit)	— Ont. Gr. 13 or equivalent or as an adult student	
	Certificate	Criminology and Criminal Justice	12 half (one semester) courses (all credit)	— Ont. Gr. 13 or equivalent or as an adult student	
	Certificate	Organizational Communcations	12 half (one semester) courses (all credit)	— Ont. Gr. 13 or equivalent or as an adult student	
	Certificate	Organizational and Career Development	12 half (one semester) courses (all credit)	— Ont. Gr. 13 or equivalent or as an adult student	
	Certificate	Business Administration	12 half (one semester) courses (all credit)	— Ont. Gr. 13 (60% average) or equivalent preliminary years — students under 21 who have completed Gr. 12 with a 66% average (out of secondary school will be considered)	
	Certificate	Religious Studies	12 half (one semester) courses (all credit)	— Ont. Gr. 13 or equivalent preliminary year or as an adult student	
	Diploma	Public Administration	24 half (one semester) courses OR 12 half courses and the Certificate*	— Ont. Gr. 13 or equivalent preliminary year or as an adult student — *Certificate (Public Administration or Municipal Administration)	— students may register for the Diploma without having first completed a Certificate

Appendix A (continued)

Certificate and Diploma Programs
Ontario Universities — September 1984

INSTITUTION	CERTIFICATE/ DIPLOMA	DESCRIPTION	# OF COURSES REQUIRED (Credit/Non-Credit)	ADMISSION REQUIREMENTS	REMARKS
YORK	Certificate	Coaching	5 full course equivalents (all credit) + practicum (non-credit)	— registered B.A. and/or B.Sc. students — students may apply after 1st year	— Certificate may be taken on its own however all 13 students currently enrolled are degree students taking the certificate concurrently
	Certificate	Advanced Coaching	5 full course equivalents (all credit) + practicum (non-credit)	— must be registered as a Phys. Ed. student — must hold the highest level of National Coaching Certificate available in one's chosen sport	
	Certificate	Fitness Assessment & Exercise Counselling	6 full course equivalents 1/2 practicum (all credit)	— must be registered as a Phys.Ed. student — interview with instructor	— students may apply only after 1st year — Certificate taken concurrently with B.Sc.
	Certificate	Sports Administration	7 full course equivalents (all credit)	— must be eligible for admission to the university — interview with instructor	— Certificate taken concurrently with undergraduate program
	Certificate	Meteorology	5 full course equivalents (all credit)	— must be eligible for admission to the university — must have successfully completed a satisfactory number of 1st and 2nd year math and physics courses	— may be taken concurrently
	Certificate	Bilingual Competence	2 full course equivalents in French an oral and written examination (all credit)	— must be registered in an undergraduate degree program	— a Certificate de Competence Bilingue is also offered for French speaking students — the course work and examination requirements are identical, however they are conducted in English
ALGOMA	Certificate	Business Data Processing	5 or $5^1/_2$ courses depending on the elective option chosen (all credit)	— must meet admission requirements for the B.A. general program	— Algoma currently offers a full degree program (BA) with a major in Computer Science
HEARST					— NIL
NIPISSING					— NIL

Appendix B

Ryerson Certificate Programs — September 1984

DESCRIPTION	ADMISSION REQUIREMENTS	CERTIFICATE REQUIREMENTS (CREDIT/NON-CREDIT)	REMARKS
Chemical Analysis	— grade 12 or equivalent — Chemistry and Math at the grade 13 level (minimum 60%)	— six courses (all are required) — 5 courses are equivalent to diploma or degree credit — 1 course is considered to be the partial equivalent of a diploma/degree credit	
Civil Technology	— grade 12 or equivalent or extensive industrial experience	— seven courses (5 required and 2 electives) — all five required courses are considered to be the partial equivalent of a diploma/degree credit — of the 16 elective courses listed; 9-credit and 7 are considered to be the partial equivalent of a diploma/degree credit	
Computer Programming (Computer Science)	— admission limited to those with a certain level of proficiency in computer programming (as specified by the Department)	— six courses (5 required, 1 elective) — of five required courses — 3 are equivalent to degree/diploma credit and 2 are considered to be the partial equivalent of a diploma/degree credit — of the 3 electives listed — 2 are equivalent to diploma/degree credit and 1 is non-credit	
Computer Programming (Engineering)	— admission limited to those with a certain level of proficiency in both Mathematics and Computer Science (as specified by the Department)	— six courses (3 required, 3 electives) — of 3 required courses — 2 are equivalent to diploma/degree credit and 1 is considered to be the partial equivalent of a diploma/degree credit — all five electives listed are equivalent to diploma/degree credit	
Contemporary Economic Issues			— has been discontinued
Critical Care Nursing	— minimum one year of medical surgical nursing within past-two years — College of Nurses' Certificate of Competence — evidence of academic capability	— 7 courses (combination of full and part-time study) — all courses are equivalent to diploma/degree credit	
Economic Analysis	— grade 13 English and Mathematics or equivalent	— 10 courses (7 required, 3 electives) — all courses are equivalent to diploma or degree credit	
Electrical Engineering Tech.	— grade 12 or equivalent or extensive industrial work experience	— eight courses (all are required) — each of the eight courses is considered to be the partial equivalent of a diploma/degree credit	
Electrical Engineering Tech. (Intermed. Cert.)	— Certificate in Electrical Engineering Technology or equivalent	— seven courses (4 required, 3 electives) — all courses listed are considered to be partial equivalent of a diploma/degree credit	
Electrical Engineering Tech. (Advanced Cert.)	— Intermediate Certificate in Electrical Engineering or equivalent	— seven courses (3 required, 4 electives) — of 3 required courses 1 is equivalent to a diploma/degree credit and 2 are considered to be the partial equivalent of a diploma/degree credit — all of the 10 listed electives are considered to be the partial equivalent of a diploma/degree credit	

Appendix B (continued)

Ryerson Certificate Programs — September 1984

DESCRIPTION	ADMISSION REQUIREMENTS	CERTIFICATE REQUIREMENTS (CREDIT/NON-CREDIT)	REMARKS
Certificate of Proficiency in French	— placement test and interview required — no test or interview required for those who have no knowledge of French or Grade 10 French or less	— six 1-term credit courses — all courses listed are equivalent to diploma/degree credit	
Gerontology		— six courses (2 required, 4 electives) — both required courses are equivalent to diploma/degree credit — of the 10 listed electives, 7 are equivalent to diploma/degree credit and 3 are non-credit	— program is designed for professionals working with seniors — there are three study formats: classroom, cassette and radio
Graphic Arts Management	— a position with some managerial responsibility or a senior non-managerial job and considerable work experience — an interview is necessary prior to registration in most courses	— six courses (4 required, 2 electives) — all 4 required courses are non-credit — all 5 listed electives are equivalent to diploma/degree credit	
Graphic Arts Production	— grade 12 or equivalent or relevant experience in graphic arts	— six courses (4 required, 2 electives) — all courses listed are non-credit	
Hotel, Resort, and Restaurant Management	— grade 12 or its equivalent	— ten courses (8 required including 4 in a student's study area, 2 electives) — all courses listed are equivalent to diploma/degree credit	— study areas include Administration, Food and Beverage and Lodging
Human Resources Management	— grade 12 or equivalent or position in the field or at least two years of general business experience	— six courses (4 required, 2 electives) — all courses listed are equivalent to diploma/degree credit	
Industrial Engineering Tech.	— grade 12 or equivalent or extensive industrial experience	— six courses (4 required, 2 electives) — of 4 required courses — 3 are equivalent to diploma/degree credit and 1 is a non-credit course — of the 9 electives listed 7 are credit, 1 is considered to be the partial equivalent of a diploma/degree credit and 1 is non-credit	
Information Studies	— grade 13 with at least 5 years of acceptable work experience — interview is required	— ten courses (all are required courses) — all courses listed are non-credit	— program is designed for administrative and technical professionals who are responsible for the management of information
Interior Design, Life Style	— grade 12 or equivalent or at least two years' business experience in the interior design area	— six courses (4 required, 2 electives) — all four required courses are non-credit — all electives in Option A (creative stream) are non-credit — all electives in Option B (sales stream) are equivalent to diploma/degree credit	
International Business	— grade 12 or equivalent or the recommendation of the applicant's supervisor	— six courses (4 required, 2 electives) — of the required courses, 2 are equivalent to a diploma/degree credit and 2 are non-credit — of the 8 listed electives, 3 are equivalent to a diploma/degree credit and 5 are non-credit	

Appendix B (continued)

Ryerson Certificate Programs — September 1984

DESCRIPTION	ADMISSION REQUIREMENTS	CERTIFICATE REQUIREMENTS (CREDIT/NON-CREDIT)	REMARKS
Magazine Journalism	— restricted to mature applicants with appropriate university degrees or diplomas in graphic arts, english, journalism or at least one year of experience in journalism or a related field — course admission interview is necessary	— five courses (all are required courses) — all courses listed are non-credit	— each course involves a minimum of 42 hours of classroom work or organized class projects in magazine offices
Landscape Architecture	— grade 12 or equivalent or extensive field experience	— six courses (4 required, 2 electives) — of 4 required 3 are equivalent to diploma/degree credit and 1 is considered to be the partial equivalent of a diploma/degree credit — of 7 listed electives — 5 are credit, 1 is non-credit and one is considered to be the partial equivalent of a diploma/degree credit	
Law Office Administration	— grade 12 or equivalent or at least 3 years of experience in business or industry	— six courses (4 required, 2 electives) — all 4 required courses are non-credit — of the 4 electives listed 3 are equivalent to diploma or degree credit and 1 is a non-credit course	
Management and Community Studies	— grade 12 or equivalent or the recommendation of the applicant's supervisor	— six courses (all required courses) — all courses listed but one are equivalent to diploma/degree credit	— this certificate is now in the approval process at Ryerson
Advanced Certificate in Management and Community Studies	— Certificate in Management and Community Studies	— six courses — 4 required in chosen area of specialization and 2 electives to be selected from other area — all courses listed in Community Studies area are equivalent to diploma/degree credit — all but two courses listed in Management/Communication area are the equivalent of a diploma/degree credit — the other two are non-credit	— students may specialize in either Community Studies or Management/ Comunication
Marketing Management	— grade 13 or equivalent or adequate experience in business or industry	— six courses (3 required, 3 electives) — all courses listed are equivalent to diploma/degree credit	
Merchandising Administration	— grade 13 or equivalent or adequate experience in business	— six courses (3 required, 3 electives) — all courses listed are equivalent to diploma/degree credit	
Mechanical Tech.	— grade 12 or equivalent or extensive industrial experience	— six courses (4 required, 2 electives) — of 4 required courses 3 are credit and one is considered to be the partial equivalent of a diploma/degree credit — of 7 listed electives — 5 are credit and 2 are considered to be the partial equivalent of a diploma/degree credit	

Appendix B (continued)

Ryerson Certificate Programs — September 1984

DESCRIPTION	ADMISSION REQUIREMENTS	CERTIFICATE REQUIREMENTS (CREDIT/NON-CREDIT)	REMARKS
Advanced Certificate in Mechanical Tech.	— Certificate in Mechanical Tech. or the Certificate in Industrial Engineering Technology	— 7 courses (2 required, 5 electives) — of the two required — 1 is credit and 1 is considered to be the partial equivalent of a diploma/degree credit — of the 15 listed electives — 10 are credit and 5 are considered to be the partial equivalent of a diploma/degree credit	— courses which have been used for either the Certificate in Mechanical Technology or the Certificate in Industrial Engineering Technology may not be used for the Advanced Certificate
Certificate in Metallurgy	— grade 12 or equivalent or extensive industrial experience	— seven courses (3 required, 4 electives) — all 3 required courses are considered to be the partial equivalent of a diploma/degree credit — of the 8 electives 7 are credit and one is a non-credit course	
Cancer Nursing	— applicant must be a registered nurse	— seven courses (6 required, 1 elective) — of the 6 required courses — 1 is credit and 5 are non-credit — all of the electives listed are equivalent to diploma/degree credit	— nurses are expected to maintain the College of Nurses' Certificate of Competence throughout the program
Occupational Health and Safety	— grade 13 or equivalent — applicants may be admitted on the basis of extensive professional experience	— eight courses (all required courses) — three courses are equivalent to diploma/degree credit and 5 are non-credit	
Psychology of Human Relations	— grade 12 or equivalent or at least three years of experience in business or industry	— five or six courses (1 required + either 4 or 5 electives depending on the option chosen) — all courses listed are equivalent to diploma/degree credit	
Purchasing	— grade 12 or equivalent or 3 years of experience in business	— seven courses (1 required, 6 electives) — the required course is equivalent to a diploma/degree credit — 8 of the 23 listed electives are non-credit and the remaining 15 courses are equivalent to a diploma/degree credit	
Public Administration			— Ryerson offers a Bachelor of Applied Arts degree in Public Administration. Students may apply to graduate with a certificate after the completion of Level 1 and an Advanced Certificate after the completion of Level 2. (The degree program consists of 3 levels of study.)
Public Administration (Advanced)			
Quality Assurance	— grade 12 or equivalent or extensive industrial training and experience	— seven courses (5 required, 2 electives) — all required courses listed are non-credit — of 6 listed electives — 3 are non-credit and 3 are equivalent to diploma-degree credit	
Quantitative Management Methods	— grade 12 advanced-level mathematics	— eight courses (6 required, 2 electives) — all courses listed are equivalent to diploma/degree credit	

85-II The Allocation of the Government's Operating Support for the University System in 1985-86

The Minister of Colleges and Universities informed Council on March 7, 1985 that, for 1985-86, a maximum of $1,244.0 million in operating grants will be made available for the university system. Of this amount, $1,239.1 million is available for Council's basic funding objectives and the grant-in-aid for the Bar Admission Course. The final $4.9 million is retained by the Ministry of Colleges and Universities for line budget items. The Minister also indicated that Government's decisions regarding recommendations 84-8 (equipment and library funding) and 84-9 (capital assistance) had not been finalized.

In addition to the operating grants announcement, the Minister announced that "formula tuition fee rates for all students in Ontario universities, Ryerson Polytechnical Institute, the Ontario College of Art, and related institutions will increase by 5% in 1985-86",[1] and asked "universities to ensure that institutional tuition fee increases do not exceed 5% over the 1984-85 levels".[2] These policies apply to both domestic and visa students. By applying the increase in formula fee rates to Council's estimate of 1985-86 total student enrolment (an estimated 1.5% increase as indicated in Advisory Memorandum 84-III), an estimated $18.3 million in additional formula fee revenue is yielded.

Based on the above estimate of the increase in formula fee revenue and the estimated 1.5% increase in enrolment, total grant and fee revenue accruing to the university system in 1985-86 is expected to be $1,558.3 million. This represents a 5.3% or $77.8 million increase over 1984-85. The estimated total revenue available for Council's basic funding objectives in 1985-86, including the $1,239.1 million in operating grants designated for this purpose and the estimated $18.3 million from the formula fee rate increase, falls $50.4 million short of Council's basic funding objectives.

On January 21, 1985, the Chairman of Council wrote the Minister of Colleges and Universities, outlining Council's reaction to the tuition fee and allocative recommendations for 1985-86 contained in the *Report of the Commission on the Future Development of the Universities of Ontario*. In reference to allocative procedures for 1985-86, the Chairman indicated that:

> . . . Council feels that the recommendations pertaining to changes in the allocation mechanism for operating grants and tuition fee policy should not be implemented for 1985-86.
>
> Council recommends that for 1985-86 the interim formula in place for 1984-85 should be used for allocating Basic Operating Income and formula grants.[3]

The Minister responded on February 22, 1985, stating:

> I accept Council's recommendation that for 1985-86, the formula distribution arrangements currently in place for 1984-85 should be maintained. However, the floor provision of a minimum 5% increase in operating grants will be reviewed for 1985-86.[4]

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[1] Letter from the Honourable K. C. Norton, Minister of Colleges and Universities, to Mrs. M. Paikin, March 7, 1985.

[2] *Ibid.*

[3] Letter from Mrs. M. Paikin to the Honourable B. Stephenson, Minister of Colleges and Universities, January 21, 1985.

[4] Letter from the Honourable K. C. Norton, Minister of Colleges and Universities, to Mrs. M. Paikin, February 22, 1985.

On March 7, 1985 the Minister elaborated on this reference to reviewing the need for a floor provision for 1985-86:

> In my letter of February 22, 1985, I indicated that for 1985-86, the formula distribution arrangements currently in place for 1984-85 should be maintained but that the floor provision of a minimum increase in operating grants would be reviewed. I have given this matter serious consideration and have decided that a floor provision in 1985-86 may not be necessary. I believe universities can manage their affairs in the context of their available resources and the continuing decline in inflationary trends.[5]

Council has also reviewed the need for a floor provision for 1985-86 and has concluded that it is not appropriate to recommend a floor for this year. Hence, Council reaffirms its advice of January 15, 1985 to the Minister on the appropriate allocation mechanism for 1985-86.

In this memorandum, Council presents its advice on the distribution of the $1,239.1 million that has been made available for Council's 1985-86 operating grant allocation. This advice includes recommendations on the allocation of differentiation grants, Northern Ontario grants, bilingualism grants, grant-in-aid for the Bar Admission course, and a provision for final enrolment adjustment. As well, it contains advice on the distribution of the funds remaining after the above allocations according to the formula as announced by the Minister on March 7, 1985.

Differentiation Grants

Council's Advisory Memorandum 80-VI established differentiation grants as a new category of extra-formula funding intended to assist institutions which accept a clearly differentiated role, demonstrate their intention to pursue their academic strengths efficiently and effectively, and require special funding to do so. Trent University is the only institution to have received a differentiation grant. Over the past four years, Trent has been awarded differentiation grants: in recognition of its continued efforts to solidify its differentiated role as the only institution in the Ontario university system engaged almost exclusively in undergraduate Arts and Science education; in approval of its realignment of its limited graduate offerings to complement its academic strengths; and in acknowledgement of its improved management of resources and expenditures.

Trent's ongoing implementation of the academic and fiscal principles which it has adopted with regard to undergraduate and graduate programming and to deficit reduction, respectively, continues to meet with Council's approval. In its most recent progress report to Council, Trent demonstrated to Council's satisfaction continued progress towards phasing-out enrolment in discontinued single-discipline graduate programs and consolidating its role as a predominantly undergraduate, liberal Arts and Science university. It also indicated significant progress in deficit reduction, projecting the elimination of its cumulative operating funds deficit in 1986-87. Accordingly, Council *recommends to the Minister:*

OCUA 85-3
DIFFERENTIATION GRANT FOR TRENT UNIVERSITY 1985-86

THAT a differentiation grant of $1,500,000 be made to Trent University in 1985-86.

Council reaffirms its position that the recommended level of any future differentiation grant be determined as a result of a review of the existing circumstances of an institution.

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[5] Letter from the Honourable K. C. Norton, Minister of Colleges and Universities, to Mrs. M. Paikin, March 7, 1985.

Northern Ontario Grants

For 1985-86, the value of the Northern Ontario grants for Lakehead and Laurentian universities, and Laurentian's affiliated colleges, is calculated according to the "mini-formulae" outlined in Advisory Memorandum 75-VII. On the basis of those formulae, each grant is determined with reference to the prior year's Basic Operating Income of each institution. Accordingly, Council *recommends to the Minister:*

OCUA 85-4
NORTHERN ONTARIO GRANTS 1985-86

THAT Northern Ontario grants in 1985-86 be made in the following amounts:

Lakehead	$2,423,000
Laurentian	2,334,000
Algoma	210,000
Laurentian (Algoma)	39,000
Nipissing	453,000
Laurentian (Nipissing)	63,000
Hearst	110,000
Laurentian (Hearst)	44,000

Bilingualism Grants

In Advisory Memorandum 83-IX, Council documented the incremental costs of existing bilingualism programs using 1981-82 cost data. On the basis of the study's findings, the level and distribution of bilingualism grants were adjusted in 1984-85 to reflect more accurately the incremental costs of bilingualism. It remains Council's intention that the distribution among institutions of the 1981-82 costs of bilingualism should form the basis for bilingualism grant allocation for a four to six year period.

For 1985-86, the total funds available for distribution are equal to the total of the previous year's grants increased by the percentage increase in total university system operating grants (5.0%). These grants are to be allocated according to the incidence of incremental bilingualism costs, as identified in Advisory Memorandum 83-IX.

Accordingly, Council *recommends to the Minister:*

OCUA 85-5
BILINGUALISM GRANTS 1985-86

THAT bilingualism grants in 1985-86 be made in the following amounts:

Ottawa	$10,399,000
Laurentian	2,116,000
Glendon	874,000
Hearst	111,000
Sudbury	135,000
St. Paul	869,000

Bar Admission Course

In recent years, Council has recommended that the grant-in-aid for the Bar Admission Course be increased by the same percentage as that accorded the university system as a whole. Council continues to apply this policy for 1985-86 and proposes that the grant-in-aid for the Bar Admission Course be increased by 5.0%. Council accordingly *recommends to the Minister:*

OCUA 85-6
GRANT TO THE LAW SOCIETY OF UPPER CANADA ON BEHALF OF THE BAR ADMISSION COURSE 1985-86

THAT a grant of $763,000 be made available to the Law Society of Upper Canada for support of the Bar Admission Course in 1985-86.

Basic Income Unit Value

Of the $1,239.1 million available for distribution in 1985-86, Council has recommended that $22.443 million be made available for Northern Ontario, bilingualism, and differentiation grants, and for the grant-in-aid for the Bar Admission Course. In addition to these deductions, shown in Table I, $1.205 million has been set aside by Council as the provision for final enrolment adjustment to offset any discrepancy between the estimated weighted enrolment for 1984-85 and the final enrolment figures. The amount remaining for distribution by formula is $1,215.52 million. It should be noted that the unused portion of the provision for final enrolment adjustment will also be distributed according to the funding formula announced by the Minister of Colleges and Universities.

TABLE I

Availability of Funds for Distribution as Formula Grants for 1985-86

Available for Council's Allocative Recommendation		$1,239,100,000
Deduct:		
Northern Ontario Grants	$ 5,676,000	
Bilingualism Grants	14,504,000	
Differentiation Grants	1,500,000	
Bar Admission Course	763,000	
Sub-Total	22,443,000	
Provision for final enrolment adjustment	1,205,000	
Available for distribution as Formula Grants		$1,215,452,000

Two-thirds of the 1985-86 formula grants are to be distributed according to the "old formula" and one-third of the formula grants are to be allocated according to the "new formula" announced by the Minister of Colleges and Universities in December, 1983.[6] This has been accomplished by calculating the distribution for the entire $1,215.452 million in formula grants twice, according to each of the formulas. The resulting two formula grant figures for each institution (one calculated under the "old formula" and the other calculated under the "new formula") have been multiplied by their respective share of total formula grants (two-thirds and one-third) and added together to arrive at each institution's formula grant.

Under the "old formula", the value of the undergraduate Basic Income Unit (BIU) is $4,162 and the graduate BIU value is $4,059. The undergraduate allocation is calculated in accordance with the undergraduate funding formula established in Advisory Memorandum 75-VII. The graduate BIU allocation is calculated according to the method specified in Advisory Memorandum 78-III.

Under the "new formula", the value of the Base BIU is $3,187 and the Moving-Average BIU value is $975. The base allocation and moving-average allocation are calculated in accordance with the new formula described in the Operating Formula Manual.

Accordingly, Council *recommends to the Minister:*

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[6] See Ministry of Colleges and Universities, *Operating Formula Manual*, September, 1984, pp. 27-32 for a description of the formula.

OCUA 85-7
GRADUATE AND UNDERGRADUATE BIU VALUES UNDER THE "OLD FORMULA" 1985-86

THAT for 1985-86, the graduate BIU value be not less than $4,059 and the undergraduate BIU value be not less than $4,162.

OCUA 85-8
BASE AND MOVING-AVERAGE BIU VALUES UNDER THE "NEW FORMULA" FOR 1985-86

THAT for 1985-86, the base BIU value be not less than $3,187 and the moving average BIU value be not less than $975.

Table II summarizes the distribution of grants based on the recommendations contained in this memorandum. It documents, by institution, the formula and non-formula grants recommended by Council for 1985-86, along with the grant totals for 1984-85 and the percentage increases in grants between the two years.

M. Paikin
Chairman

March 22, 1985

Table II

Distribution of Grants Generated by Recommendations in Advisory Memorandum 85-II
($000)

1985-86 Recommendations

	Formula Grants	Northern Ontario Grants	Bilingualism Grants	Differentiation Grants	Special Grants & Final Enrolment Adjustment	Total Grants Recommended	1984-85 Total Grants	% Change
Brock	23,425					23,425	21,559	8.7
Carleton	60,218					60,218	57,025	5.6
Guelph	73,529					73,529	69,827	5.3
Lakehead	19,399	2,423				21,822	20,408	6.9
Laurentian	18,311	2,334	2,251			22,896	21,469	6.6
Algoma	1,383	210				1,593	1,484	7.3
Laurentian (Algoma)	275	39				314	299	5.0
Nipissing	3,260	453				3,713	3,497	6.2
Laurentian (Nipissing)	564	63				627	470	33.4
Hearst	337	110	111			558	529	5.5
Laurentian (Hearst)	203	44				247	168	47.0
McMaster	80,178					80,178	76,386	5.0
Ottawa	91,620		11,268			102,888	98,713	4.2
Queen's	83,628					83,628	80,033	4.5
Toronto	266,628					266,628	255,978	4.2
Trent	12,650		1,500			14,150	13,142	7.7
Waterloo	93,804					93,804	89,268	5.1
Western	125,498					125,498	120,264	4.4
Wilfrid Laurier	24,077					24,077	22,950	4.9
Windsor	52,024					52,024	49,864	4.3
York	107,642		874			108,516	100,335	8.2
OISE	16,412					16,412	16,031	2.4
Ryerson	52,733					52,733	50,470	4.5
OCA	7,540					7,540	7,253	4.0
Dominican	114					114	117	(2.9)
Total	1,215,452	5,676	14,504	1,500	0	1,237,132	1,177,540	5.1
Bar Admission					763			
Final Enrolment Adjustment					1,205			

NOTES: 1. Dominican College receives 50% funding. The theology schools receiving 100% funding are included with the parent institution.
2. Bilingualism grants for affiliated institutions are included with the parent institutions.
3. The 1984-85 grants use MCU initial formula operating grant calculations released April 25, 1984.

85-III The Criteria Used in Reviewing Requests for Ministerial Consents Pursuant to the Degree Granting Act, 1983

In a letter of October 12, 1984, to the Chairman of Council, the Minister of Colleges and Universities asked the advice of Council with respect to certain criteria which the Minister currently uses in reviewing requests for Ministerial consents pursuant to the *Degree Granting Act*, Chapter 36, Statutes of Ontario, 1983. The Minister requested that Council's advice be submitted by March 31, 1985, in order to provide the institutions concerned with some advance notice should new criteria be required for the next academic year.

The *Degree Granting Act*, which came into force on June 30, 1984, restricts the granting of degrees, the offering of degree programs and the use of the word "university" to institutions authorized to do so by the Legislature or, in the case of institutions established outside Ontario, to those granted the consent to do so by the Minister.

Other Canadian Provinces

According to the Ministry's policy statement governing the issuing of Ministerial consents, Canadian out-of-province institutions will be granted a consent only if the institution is a corporation and is a university or degree-granting institution established in Canada by either an Act of the Parliament of Canada or an Act of a legislature of a province other than Ontario. The institution must also be a member of the Association of Universities and Colleges of Canada. Council accepts the Ministry's current approach as practical and reasonable and suggests that it be continued.

Accordingly, Council *recommends to the Minister:*

OCUA 85-9
THE CRITERIA USED IN REVIEWING REQUESTS FROM OUT-OF-PROVINCE CANADIAN INSTITUTIONS FOR MINISTERIAL CONSENTS PURSUANT TO THE DEGREE GRANTING ACT

THAT the existing Ministry policy regarding the granting of Ministerial consents to out-of-province Canadian institutions proposing to offer a degree program in Ontario should be continued.

Non-Canadian Jurisdictions

The Ministry's present policy statement governing the issuing of Ministerial consents distinguishes between institutions based outside Canada or the United States and institutions which are based in the United States. It specifies that institutions outside Canada or the United States which intend to offer degree programs in Ontario will be granted consent to do so only if the institution is a university or degree-granting institution established under the laws of its home jurisdiction. The institution must either be fully accredited by an accrediting agency or be fully authorized to grant degrees in its own jurisdiction. As well, the institution must be recognized by the Minister and meet other requirements as the Minister may prescribe.

The Ministry's present policy statement also specifies that institutions based in the United States which intend to offer degree programs in Ontario must be accredited by an accrediting agency recognized by the Secretary of Education of the United States of America. In addition to institutional accreditation, an individual degree program to be offered in Ontario by an institution based in the United States must also be accredited by an accrediting agency designated by the Minister and recognized by the Secretary of

Education of the United States. Such universities may also be required to file with the Minister proof that the accrediting agency has certified that the degree program being offered in Ontario meets the same standards as programs offered by the institution within its home state. In this connection, the accrediting agency is required to certify standards with respect to admission requirements, curricula, qualifications of faculty, hours of instruction, access to library and laboratory facilities and requirements for graduation. The university may also be requested to file proof that the accrediting agency has conducted a recent on-site inspection of the premises and training facilities in the location where the degree program is offered in Ontario.

The Minister, in the letter of October 12, 1984, raised concerns relating to the quality of programs being offered within Ontario by institutions based in the United States. The Minister stated:

> The principle which we have applied to out-of-province institutions seeking ministerial consents, is that Ontario students should be assured that the academic quality of the program is comparable to that offered in the institution's home jurisdiction. Unfortunately, it is becoming increasingly apparent that the minimum standard guaranteed by "American accreditation" is considerably below accepted Ontario university standards. Accordingly, I would appreciate receiving Council's advice with respect to what standards should be applied to out-of-province institutions that wish to offer degree programs in Ontario and what mechanism should be used to apply such standards.[1]

The Council of Ontario Universities (COU) requested that it be consulted on the matters raised in the Minister's letter. With regard to undergraduate programs, COU stated that, in light of the small number of institutions proposing to offer first degree programs in Ontario, the Ministry's policy is adequate at the present time. However, with respect to graduate programs offered by institutions based in the United States, COU agreed with the Minister's assessment and went on to say that:

> . . . the present Ministry policy statement on the granting of Ministerial consents is inadequate as it applies to requests to offer graduate programmes and should be amended . . .
>
> U.S. institutions proposing to offer graduate programs in this province [should] be required to submit them to the appraisals process operated by the Ontario Council on Graduate Studies.[2]

COU recommended this approach based on its belief that those residents of Ontario who seek a graduate degree should be assured that any institution which offers such a program meets the same academic standards currently being met by Ontario universities.

Council appreciated receiving COU's comments on this matter and considered them carefully during its deliberations. Council understands COU's concern with respect to the quality of the graduate enterprise in Ontario. However, Council notes that the COU appraisals process is one which Ontario universities submit to on a voluntary basis. If a graduate program is not appraised successfully then it is agreed among the universities that the program will not be offered. Presently, Government does not require that graduate programs must pass the appraisals process in order to be *offered* by Government-funded universities. Council notes that the present situation in which a successful appraisal is a condition of *funding* for graduate programs by Government represents an element of accountability for the expenditure of public funds by Government-funded institutions. As such, it is not, and should not be a factor with respect to non-Government-funded institutions.

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1. Letter from the Honourable Bette Stephenson to Mrs. Mamie Paikin, October 12, 1984.
2. Letter from Dr. E. J. Monahan to Mrs. Mamie Paikin, February 22, 1985, p. 1.

Council believes that a student should have an appropriate opportunity to earn a degree by enrolling in programs offered both by Canadian and non-Canadian based institutions. In the case of non-Canadian based institutions, whether a student enrols in a program offered in the institution's home jurisdiction or whether the institution offers the program in Ontario, should not, in Council's view, be allowed to alter the quality of the program. An Ontario resident who pursues a degree in Ontario which is both offered and conferred by a non-Canadian institution should be assured that the program of study is of comparable quality to what they would receive if they took the program in the institution's home jurisdiction. Council believes that the present Ministry policy which ensures that the program being offered in Ontario meets, at a minimum, the same academic standards as the program offered in the institution's home jurisdiction, is an appropriate one. Accordingly, Council *recommends to the Minister:*

> *OCUA 85-10*
> *THE COMPARABLE ACADEMIC STANDARDS TO BE MET BY ALL NON-CANADIAN INSTITUTIONS REQUESTING MINISTERIAL CONSENTS PURSUANT TO THE DEGREE GRANTING ACT*
>
> *THAT* the standards which should be met by all non-Canadian institutions proposing to offer degree programs in Ontario should be comparable to the academic standards in the institution's home jurisdiction.

The Mechanism

While the Minister currently uses different approaches in reviewing requests for Ministerial consents from institutions based outside Canada or the United States and institutions which are based in the United States, Council believes that all institutions based in foreign jurisdictions should be treated equally. It is Council's view that all non-Canadian institutions requesting a Ministerial consent to offer a degree program in Ontario should be required to ensure the Minister that the program being offered in Ontario is of the same academic quality as the program being offered in the institution's home jurisdiction. Council, however, recognizes that the mechanism for ensuring that this criterion is met varies considerably and, in particular, that a formal accreditation process may not exist in all jurisdictions. Nevertheless, Council believes that evidence must be provided that satisfies the Minister that the above criterion has been met.

Council notes that the United States has a well developed and extensive accreditation process. Council believes that it is both practical and appropriate for the Minister, in reviewing requests for Ministerial consents from institutions based in the United States, to require that a specific mechanism be used to ensure that a program offered in Ontario is of the same academic quality as the program being offered in the institution's home state. As noted earlier, the Minister has expressed concerns regarding the accreditation process in the United States. Council believes that the problems encountered with the Minister's present approach are mechanistic in nature and have arisen as a direct result of asking particular accrediting agencies, which are not established to provide program evaluations, to assure the Minister that the program being offered in Ontario is of comparable quality to the program being offered in the home jurisdiction.

While supporting the principle of equal treatment by the Minister in reviewing requests for Ministerial consents from all non-Canadian institutions, Council believes it is appropriate to be more specific in the case of requests from institutions based in the United States given the number involved (that is, 10 of the 14 requests for Ministerial consents received thus far)[3] and the elaborate accreditation mechanisms which exist in the United States.

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[3] The remaining 4 requests for Ministerial consents include 3 from Canadian out-of-province institutions and 1 request from an institution based outside Canada or the United States.

During the course of its review of the program criteria used in reviewing requests for Ministerial consents from institutions based in the United States proposing to offer degree programs in Ontario, Council examined in detail the nature of accrediting agencies based in the United States. In the United States there are two types of accrediting bodies: Regional Accrediting Commissions and Specialized Accrediting Bodies.

Regional Accrediting Commissions are voluntary associations of institutions engaged in a self-regulatory process which aims to assess and improve educational quality. Regional Accrediting Commissions provide "institution accreditation" by evaluating an entire institution in order to determine whether it measures up to its own publicly articulated goals and objectives. They serve to assure the public that: the objectives of an institution are appropriate; its educational programs have been designed properly; and its objectives are being met on a day-to-day operational basis. Institutional accreditation signifies that each of the constituent parts of an institution is contributing to the achievement of the institution's objectives, although not necessarily all on the same level of quality. Institutional accreditation is conducted by six regional accrediting associations and several national agencies and associations.

Specialized Accreditation Bodies, in most instances, are branch associations of individual members from a profession (i.e. American Bar Association, National League of Nursing). As well, there are a number of specialized accrediting bodies which are associations of institutions (i.e. National Association of Schools of Music, National Association of Schools of Art). "Specialized accreditation" is also referred to as program accreditation and professional accreditation. It applies mainly to the approval of programs, curricula, disciplines or academic units (i.e., nursing, teacher education, dentistry or architecture).

While institutional accrediting bodies judge an institution's performance according to its own stated objectives, most specialized accrediting bodies place their emphasis on comparing a particular program with a set of national standards that have been established within the field. The standards for specialized accreditation usually include statements on (1) the organization, administration and governance of the program, (2) faculty qualifications, (3) admission and retention of students, (4) curriculum content and balance, (5) the library, (6) facilities and equipment, (7) financial resources. Specialized accreditation in the United States is conducted by approximately seventy specialized accrediting agencies.

At the outset, the Minister's intention in reviewing requests for Ministerial consents was to require that all graduate, professional or specialized programs proposed by institutions based in the United States be accredited by the appropriate specialized accrediting body. However, as the Minister began to review the requests for Ministerial consents it became apparent that, in the case of several proposed programs, no specialized accrediting agency existed which could examine them. The Ministry decided to modify its procedures in these instances and allow a regional accrediting agency to provide the required certification. The result, in effect, was that regional accrediting bodies, whose mission is to provide institutional accreditation, were being required to assess individual program standards and compare the academic quality of programs — a task which they were not established to perform. The concerns raised by the Ministry regarding the evaluation reports of these regional accrediting bodies suggest that these bodies are not able to apply fully the Minister's criteria with respect to comparing the quality of programs offered in Ontario by institutions based in the United States to those in the institution's home state.

Council believes that of the two types of accrediting bodies available in the United States, only a specialized accrediting body can properly evaluate the academic standards of a program offered in Ontario by an institution based in the United States as compared to the program offered in the institution's home state. It is Council's view, therefore, that the Minister should require that all graduate and undergraduate programs offered by an institution based in the United States be accredited by an appropriate specialized accrediting body. In cases involving program proposals where an appropriate specialized body does not exist, the Minister should not accept institutional accreditation as a substitute and therefore should not grant a Ministerial consent for these programs. This approach will ensure that program accreditation will involve peer review undertaken by agencies familiar with the disciplines being examined. Accordingly, Council *recommends to the Minister:*

> *OCUA 85-11*
> *THE MECHANISM FOR REVIEWING REQUESTS FROM INSTITUTIONS OUTSIDE CANADA FOR MINISTERIAL CONSENTS PURSUANT TO THE DEGREE GRANTING ACT*
>
> *THAT* evidence be provided to the Minister indicating that a program being offered in Ontario by an institution based outside Canada is of the same academic quality as a program offered in the institution's home jurisdiction. In the case of institutions based in the United States, this would require accreditation by an appropriate specialized accrediting body.

Clarification Statement

In addition to ensuring that the program being offered in Ontario by a non-Canadian institution meets, at a minimum, the same academic standards as in the institution's home jurisdiction, Council believes that the Ministry should also take appropriate action to alert the student to the need to be fully informed about the program being offered. The Minister, in issuing Ministerial consents, should require that all non-Canadian institutions include a "clarification statement" which would appear on all documents relating to the program which they intend to offer in Ontario. Council believes that the statement should indicate that the program being offered in Ontario is equivalent to the program being offered by the institution in its home jurisdiction. As well, the statement should recommend that prospective registrants verify for themselves whether a degree offered by a non-Canadian institution in Ontario would be recognized by potential employers and/or other post-secondary institutions, for it must be the student who assumes the responsibility for deciding to enrol in such a program.

Council understands that, on an ad hoc basis, the Minister in issuing Ministerial consents has required that out-of-province institutions include a similar statement on all promotional material relating to the program which is being offered in Ontario. Council believes that a "clarification statement" should appear not only on promotional material but on all documents relating to the program. This requirement should serve as an appropriate guide for those considering enrolling in a degree program offered by a non-Canadian institution. Accordingly, Council *recommends to the Minister:*

> *OCUA 85-12*
> *THE CRITERIA USED IN REVIEWING ALL REQUESTS FROM NON-CANADIAN INSTITUTIONS FOR MINISTERIAL CONSENTS PURSUANT TO THE DEGREE GRANTING ACT*
>
> *THAT* all non-Canadian institutions should be required to include a statement, as outlined in this memorandum, on all material relating to any program to be offered in Ontario.

M. Paikin
Chairman

March 22, 1985

85-IV Government Support of the University System in 1986-87

In this Memorandum, Council sets forth its advice on Government support for the Ontario university system in 1986-87.

Government Support in Perspective

In 1978, Council outlined in *The Ontario University System: A Statement of Issues* five goals for the Ontario university system:

(1) to develop a more educated populace;
(2) to educate and train people for the professions;
(3) to provide study at the highest intellectual level;
(4) to conduct basic and applied research including; development and evaluation; and
(5) to provide service to the community.

These goals were subsequently endorsed by the Government of Ontario, The Committee on the Future Role of Universities in Ontario and, recently, the Commission on the Future Development of the Universities of Ontario. Council reaffirms its commitment to these goals, because it is convinced that the attainment of these goals is vital to the future economic and social development of the province of Ontario.

The Report of the Committee on the Future Role of Universities in Ontario sets out the importance of quality universities in our society:

> Strong and vital universities are essential instruments for the development and improvement of our society. They have, as part of their task, the responsibility of developing human resources to their fullest capacity. They have the major responsibility for developing the professional manpower needed for economic growth. They are the major source of basic research in the country and carry out a significant amount of the applied research. It is no overstatement to say that in any society the health of business and industry, and indeed of the society itself, is related very directly to the quality of the universities.[1]

The Commission on the Future Development of the Universities of Ontario stated unequivocally the need for strong and healthy universities to meet the needs of Ontario and Canada during the 1980's and 1990's:

> In a society marked by rapid economic, technological, social and cultural change, the dual functions of the universities — the development of human capital through higher education and the development of knowledge through research and scholarship — are essential. Moreover, given Ontario's central role within Canada, the contribution of Ontario's universities is vital to the development of Canada as a whole.[2]

Council believes that Government must recognize higher education as a strategically important investment in the development of the province's human capital in an increasingly knowledge-based society. It is also important to recognize that the research

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1. *The Report of the Committee on the Future Role of Universities in Ontario*, 1981, p. 4.
2. The Commission on the Future Development of the Universities of Ontario, *Ontario Universities: Options and Futures*, 1984, p. 2.

capacity of the universities generates much of the knowledge that allows society to continue to produce at the cutting edges of modern technology and in effective competition with producers from other countries.

Government should acknowledge the fundamental relationship between the universities and our continued economic and social development and design its funding policies accordingly. The ability of the universities to contribute to society depends to a large extent on the resources available to them. If resources are adequate, much can be achieved; if resources are inadequate then the universities will fail to meet society's expectations and needs.

Council is concerned that as a result of the continuing underfunding of recent years the universities of Ontario have inadequate resources to meet the growing challenges and demands facing them. The inadequacy of these resources is indicated by interprovincial comparisons of university financing. For example, by 1982-83, the last year in which comparable data are available, Ontario dropped to tenth place among Canadian provinces in terms of the level of provincial operating grant per full-time equivalent (FTE) student. Council estimates that, as a result of the cumulative effects of underfunding since Council's funding advice was last accepted in 1977-78, base funding has fallen over $125 million short of the funds needed.[3] This situation must be reversed.

In the final year of this period, 1985-86, the funding shortfall grew by $8.0 million. This shortfall between Government support and the universities' basic funding requirements in 1985-86 is based on a recalculation of the cost of Council's basic funding objectives using current estimates of inflation and enrolment change and the universities' budgeted revenue available for 1985-86. Incorporated in these recalculations is: i) an estimate of stable enrolment rather than an enrolment increase of 1.5%, and ii) a reduction in the salary inflation estimate from 6.1% to 4.4% (see Appendix A for detailed calculations).

Government must make some fundamental decisions with respect to the funding of the universities of Ontario. If Government's endorsement of the goals for the Ontario university system is to have meaning, then appropriate funds must be made available. Council is convinced that restrictions on Government funding since 1977-78 have resulted in a growing disparity between the level of service demanded of Ontario universities and the level of resources available to provide that service. Council foresees continued growth in the challenges facing Ontario universities and the demands placed on them. Recognizing that the continuation of the present situation is not a viable alternative, Council has modified its approach to determining the funds needed by the Ontario university system. This new approach provides a sound beginning to ensuring that Ontario universities have the capability to meet the demands and challenges facing them now and in the future.

Revised Approach to Funding Advice for 1986-87

In submitting its recommendations for funding requirements for 1986-87, Council has made several modifications to the approach it has followed in recent years. These modifications are intended to address concerns about the capability of Ontario universities to meet present and anticipated future demands. They include:

(i) the addition of a fourth basic funding objective to limit the continued erosion of base operating funds which has occurred as a result of the interaction between inadequate provincial operating grants and Council's approach to estimating the funding requirements of the university system;

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[3] This shortfall is the sum of the difference between Government funding and Council's revised annual estimate of basic objectives for the years 1978-79 to 1985-86. This estimate has not been updated to account for the impact of inflation. If adjusted to 1985 dollars, the shortfall would exceed $160 million.

(ii) the provision of funds for the restoration of quality in the critical areas of physical plant, equipment inventories and library resources which have deteriorated seriously in recent years; and

(iii) the identification of special funding initiatives needed in the near future to (a) restore or enhance quality, (b) provide for needed structural changes, (c) enable universities to respond effectively to the short-term increase in student demand which is likely to result from the introduction of Ontario Schools: Intermediate and Senior (OS:IS) curriculum change, and (d) provide for faculty renewal.

The recommendations contained in this memorandum represent an essential first step in providing Ontario universities with the resources to enable them to meet the challenges that they now face.

Calculation of Funding Requirements for 1986-87

In the following sections, Council outlines its estimates of the requirements for 1986-87. These requirements include Council's estimates of the funds necessary for the maintenance of operating support (Section A), cyclical renewal of the existing physical plant (Section B), much needed quality restoration (Section C), and special institutional needs (Section D).

A. Maintenance of Operating Support

1) Basic Funding Objectives for 1986-87

For several years Council's basic funding objectives have been: to offset inflationary trends, to maintain levels of service, and to adjust for predicted enrolment change. As pointed out above, there has been a continuous erosion of base operating funds available to the university system since 1977-78 as a result of inadequate provincial operating grants. Council's annual estimates of the cost of basic funding objectives have been eroded in a similar manner. For 1986-87, Council addresses this problem by the addition of a fourth basic funding objective — to limit the erosion of base funding. Therefore, the basic funding objectives for 1986-87 are:

(1) to limit the erosion of base funding,
(2) to offset inflationary trends,
(3) to maintain levels of service, and
(4) to adjust for predicted enrolment change.

2) Cost of Basic Funding Objectives for 1986-87

The method for costing Council's basic funding objectives for 1986-87 and the factors used to calculate the funds required are outlined below. The methodology used for calculating the cost of basic funding objectives differs slightly from past years, reflecting the change in basic funding objectives introduced for 1986-87. The results are documented in Table I.

(i) The 1985-86 Base (Column 1)

Council's estimate of the basic financial requirements of the Ontario university system for 1986-87 is calculated by escalating the universities' expenditures in 1985-86 by two factors: (a) Council's estimate of erosion in the base funding from 1984-85 to 1985-86, and (b) Council's estimate of the costs of maintaining the resulting level of service (the 1984-85 level of service). In calculating the 1985-86 expenditure base, it is assumed that expenditures in 1985-86 will be equal to estimated revenues.

Table I

The Cost of Basic Funding Objectives for 1986-87

($ million)

	1	2	3	4	5	6	7
EXPENDITURES	1985-86 Base	Base Adjustment	Inflationary Trend Costs	Service Level Costs	Predicted Enrolment Change	Stabilization Factor	Cost of Basic Objectives
Salaries and Fringe Benefits	1,278.9	6.4	59.1	20.2	(6.8)	3.4	1,361.2
Non-Salary	329.8	1.6	16.8	35.0	(1.9)	1.0	382.3
TOTAL	1,608.7	8.0	75.9	55.2	(8.7)	4.4	1,743.5

NOTES:

1. Factors for each column of the table are as follows:

	Salaries and Fringe Benefits	Non-Salary
Column 2:	+$6.4 m.	+$ 1.6 m.
Column 3:	+ 4.6%	+ 5.1%
Column 4:	+ 1.5%	+$35.0 m.
Column 5:	− 0.5%	− 0.5%
Column 6:	−50.0% of Column 5	− 50.0% of Column 5

2. The above percentage change factors, except for column 6, are applied to the cumulative total of the previous columns.

3. The Efficiency/Rationalization factor has been dropped from Council's funding model. It was at a value of 0.0% for the past two years.

On this basis, Council estimated that the 1985-86 base of operating revenue and expenditures of all institutions (the fifteen provincially-assisted universities, the affiliated colleges, Ryerson Polytechnical Institute, the Ontario Institute for Studies in Education, the Ontario College of Art and Dominican College) will be $1,608.7 million. The 1985-86 base expenditures are apportioned according to their corresponding share in the universities' budgets: 79.5% for salaries and fringe benefits and 20.5% for non-salary items.

(ii) Base Adjustment (Column 2)

In past years' funding advice, Council's estimates of the financial requirements of the Ontario university system were calculated by escalating the universities' operating expenditures (where expenditures are assumed to equal revenue) in the previous year by Council's estimate of the increase in the costs of maintaining the same level of service. This approach does not question the adequacy of funding in the previous year. It "wipes the slate clean" each year and uses as its starting point the funds available in the previous year — ignoring that year's and prior years' shortfall in funding. As a result, Council's recent estimates of the cost of basic funding objectives have a built-in and compounded understatement of the needs of Ontario universities.

Council is convinced that the erosion in funding the cost of basic funding objectives must be halted in 1986-87. It is not proposing a catch-up provision for the funding shortfall that has occurred since 1977-78. It does, however, believe that the past practice of incorporating further erosions in base funding in its cost of basic funding objectives model must end. To this end, Council places in Column 2 an adjustment to the 1985-86 base that reflects the erosion of funding which occurred from 1984-85 to 1985-86. This adjustment factor is the same factor calculated above (under "Government Support in Perspective") as the shortfall in Government's meeting Council's cost of basic funding objectives in 1985-86. This $8.0 million estimate is apportioned between salary and non-salary expenditures according to each category's share of base budgets.

(iii) Increases in Costs due to Inflation (Column 3)

Council has reviewed forecasts made by several competent authorities of the increase in the Consumer Price Index (CPI) for 1986-87. These projections ranged from 4.0% to 5.4%. Council has used the average of these projections, 4.6%, as its estimate of the increase in CPI. Council uses this estimate of the increase in CPI as its salary inflation factor, resulting in an estimated $59.1 million in additional salaries and benefits.

For several years, increases in the prices of non-salary items purchased by universities have exceeded increases in CPI. Council has reflected this historical relationship in its approach to determining a non-salary inflation factor by applying the average differential between the annual increase in the Ontario University Non-Salary Price Index (OUNSPI) and the annual increase in CPI for the most recent seven year period for which data are available. However, Council has observed a decline in this differential in recent years and believes that a five-year period may now more accurately reflect current trends. During the five-year period, 1978-79 to 1983-84, the annual increase in OUNSPI averaged 11.1% higher than the annual increase in CPI. Council's 1986-87 non-salary inflation factor is derived by increasing the projected 4.6% increase in CPI by the average differential between the increase in OUNSPI and CPI for this period. This yields a value of 5.1% which is applied to the sum of columns 1 and 2, resulting in an estimated $16.8 million in non-salary inflation costs.

(iv) Increase in Costs of Maintaining Existing Service Levels (Column 4)

In its 1986-87 funding advice Council again identifies, and makes provision for, the costs of maintaining existing levels of service which are not related to inflation. In recent years, Council has made provision for only one component of these additional costs in its cost of basic objectives, the net cost of providing for progress-through-the-ranks (PTR) for faculty and non-academic staff. In its advice for 1986-87, Council also includes a provision for non-salary service level costs for the cyclical replacement of the universities' stock of equipment and furniture.

(a) Salary-related Service Level Costs

The major component of the salary-related costs of maintaining levels of service is a consequence of the uneven age distribution of the faculty and staff complement which in turn generates a net cost in providing for PTR. This net cost results from the situation where the number of people retiring (with higher salaries) and being replaced by younger people (with lower salaries), is not sufficient to provide the total funds required for the normal progress of continuing faculty and staff.

Consequently, Council's 1986-87 provision for meeting the salary-related costs of maintaining levels of service is an estimate of the net cost of providing for PTR for faculty and staff. The faculty manpower flow model developed by the Council of Ontario Universities (COU) predicts that, for the existing age distribution of faculty, the net costs of providing for PTR in 1986-87 will be 1.5% of salaries and benefits. This results in an additional $20.2 million in PTR costs.

(b) Non-Salary Service Level Costs

Prior to 1980-81, Council included under its provision for maintaining existing service level costs an allowance for furniture and equipment replacement. Council subsequently removed this non-salary service level cost factor from its funding model and made a separate provision for the restoration of equipment and library collections. Council again feels that it must continue to recommend a level of support which will, in time, lead to the restoration to an appropriate level of quality and level of service in non-salary expenditures areas. However, the cyclical replacement portion and the quality restoration portion of its recommendations on non-salary expenditures are now treated separately. The maintenance aspects of this funding are incorporated in the cost of basic funding objectives, while the quality restoration funding recommendation is dealt with separately.

In its 1984 brief on operating grant requirements for 1985-86, COU recommended to Council that an additional $40.0 million be made available for the year 1985-86 for the funding of equipment and furniture replacement in order to maintain existing service levels. This recommendation was based on a 12-year replacement cycle for equipment and furniture stocks valued at approximately $1 billion. In preparing its funding advice for 1985-86, Council examined this recommendation closely and undertook further analysis of the issue of equipment replacement by assessing replacement cycles used in the private sector or identified in specific university studies. It became clear that the issues involved were complex and required further study before Council could accept or reject the methodology suggested by COU.

For its 1986-87 funding advice, Council has undertaken a more extensive review of existing procedures for replacement funding for equipment and furnishings. Specifically, Council examined a recent study undertaken in Alberta, which was prepared at the request of the Capital Funding Advisory Committee, an ad hoc committee composed of representatives of each of the universities in Alberta plus a representative of the Government of Alberta. The project involved inventory systems that were in place at each of the Alberta institutions and the development of a funding model which calculates replacement costs and "useful lives" for the various categories of equipment and furnishings. In addition, Council reviewed the approach used at the University of Western Ontario with respect to the renewal of their equipment inventory.

The approach recommended in the Alberta study and later accepted by that provincial Government assumes that the actual average useful life of a university's capital equipment inventory is approximately nine years. Similarly, the University of Western Ontario estimates an average useful life of approximately 8-10 years for their equipment inventory.

During the course of its assessment of replacement cycles used for furnishings, Council examined procedures currently in place in the private sector and at several

Ontario universities. Based on its findings, Council estimates the average useful service life of a university's furnishings inventory to be approximately 15 to 20 years. Council also estimates that furnishings represent approximately 20-30% of the value of a university's total equipment and furniture stock.

When all of these factors are taken into consideration, Council finds the combined 12-year replacement cycle for equipment and furniture proposed by COU to be reasonable. As a result of this review, Council believes that the COU approach to determining the expenditures necessary for the ongoing maintenance and replacement of the universities' equipment and furniture stock has considerable merit.

On behalf of Council, COU has updated its survey of the equipment and furniture stock of the Ontario university system and now estimates that the stock is valued at $1,070 million. If an average renewal cycle of 12 years is employed, then approximately $89.0 million must be provided in 1986-87 for the cyclical replacement of the equipment and furniture stock. Expenditure information provided by the institutions for 1984-85 and budgeted for 1985-86 suggests that institutions can be expected to spend between $50 million and $55 million in 1986-87 on equipment and furniture purchases and rentals from traditional sources of income covering the costs of basic funding objectives. Council, therefore, estimates that in 1986-87 an additional $35.0 million must be made available for the cyclical replacement of equipment and furniture. This factor is used as the non-salary service level costs in Column 4 of Table I.

This amount does not, however, address the serious backlog of unreplaced obsolete equipment and furniture which has built up in recent years. This problem is addressed below under quality restoration.

(v) Projected Change in Enrolment (Column 5)

In 1984-85, total university enrolment increased by about 0.6%. COU's Committee on Enrolment Statistics and Projections estimates that enrolment will remain at the same level in 1985-86. Council has considered this forecast together with:

(a) the most recent data on the number of visa and domestic student applications for first year admission in the Fall of 1985;
(b) trends in the size of the cohort (18-24 years of age) from which universities will draw the majority of students;
(c) recent trends in participation rates;
(d) recent data on retention rates and the consequent flow-through of enrolment in upper years in 1986-87; and
(e) information provided by COU on institutional enrolment capacity.

On the basis of this information, Council estimates that enrolment in the university system in Ontario will decline by 0.5% in 1986-87. When applied to Council's funding model (Table I) this yields a reduction of $8.7 million.

(vi) Funding Stabilization Factor (Column 6)

In order to dampen the effect of enrolment change in any one year on the level of funding, Council, for a number of years, has discounted by 50% the projected growth or decline in enrolment used in its funding advice. Council continues to use this discount factor for 1986-87. Taking into account the level of enrolment change predicted in Column 5 (-0.5%) for 1986-87 and applying the 50% enrolment discount factor adds $4.4 million to the funding model.[4]

(vii) Total Cost of Basic Funding Objectives (Column 7)

The total cost of basic funding objectives in Column 7 of Table I is the sum of the first six columns. Council's estimate of the total cost of basic funding objectives for 1986-87 is $1,743.5 million — an 8.4% increase over the 1985-86 estimated expenditure base.

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[4] The reduction in enrolment costs of $8.7 million associated with the 0.5% decline in enrolment, discounted by 50% under the stabilization factor ($4.4 million), results in a net decline in enrolment-related costs of $4.3 million.

3) Estimated Government Grants Required to meet the Basic Funding Objectives

Council estimates that the other income accruing to the university system in 1986-87, in addition to Government grants, will be:

(i) from other sources, $62.2 million, the same as the amount projected for 1985-86;
(ii) from fees other than tuition fees, $19.9 million, the 1985-86 projection adjusted for the projected 0.5% decline in enrolment in 1986-87; and
(iii) from formula tuition fees, $286.7 million, at 1985-86 rates including an adjustment for the predicted 0.5% decrease in enrolment in 1986-87.

Consistent with Council's advice on formula fee rates in Advisory Memorandum 79-IV, formula fee rates are increased by the same percentage as operating grants. Therefore, formula fee rates should be increased by 8.9% in 1986-87, yielding an additional $25.5 million for a total of $312.2 million in formula fee revenue in 1986-87. Under Council's funding policy, Government must increase fee rates by the same rate as grants or else meet the needs identified with a larger increase in operating grants.

As shown in Table II, Council estimates that of the total $1,743.5 million required, $1,349.2 million must be made available as Government operating grants to meet the costs of Council's basic funding objectives in 1986-87. This is an 8.9% increase over the amount provided for 1985-86.

Accordingly, Council *recommends to the Minister and Lieutenant-Governor in Council:*

OCUA 85-13
GOVERNMENT OPERATING GRANTS FOR 1986-87 TO MEET THE COST OF COUNCIL'S BASIC OBJECTIVES IN FUNDING PROVINCIALLY-ASSISTED UNIVERSITIES AND THEIR AFFILIATED COLLEGES, RYERSON POLYTECHNICAL INSTITUTE, THE ONTARIO INSTITUTE FOR STUDIES IN EDUCATION, THE ONTARIO COLLEGE OF ART AND DOMINICAN COLLEGE

THAT $1,349.2 million in operating grants be made available in 1986-87 to the provincially-assisted universities and their affiliated colleges, Ryerson Polytechnical Institute, the Ontario Institute for Studies in Education, the Ontario College of Art and Dominican College.

OCUA 85-14
FORMULA FEE RATES FOR 1986-87 TO MEET THE COST OF COUNCIL'S BASIC OBJECTIVES

THAT formula fee rates for 1986-87 be increased by the same percentage as operating grants, namely 8.9%, to provide $312.2 million in formula fee revenue to the provincially-assisted universities and their affiliated colleges, Ryerson Polytechnical Institute, the Ontario Institute for Studies in Education, the Ontario College of Art and Dominican College, and that this increase in formula fee rates be fully reflected in the Ontario Student Assistance Program.

B. Cyclical Renewal of Physical Plant

On April 26, 1985, the Minister of Colleges and Universities announced that $10.5 million will be provided in capital grants to Ontario universities for 1985-86. Only about $5.1 million of the above amount is allocated toward projects covered by Council's 1984-85 capital funding recommendation of $29.5 million for new major repairs, renovations and replacement projects. The remaining $5.4 million is allocated towards the carry-over costs of existing projects.

Table II

Cost to Government of Meeting Council's Basic Funding Objectives for 1986-87: Provincially-Assisted Universities, Affiliated Colleges, Ryerson, OISE, OCA and Dominican College

($ million)

1. Cost of Basic Funding Objectives	$1,743.5
2. Other Revenue	(62.2)
3. Other Fee Revenue	(19.9)
4. Total Formula Fees and Government Operating Grants required to meet Council's Basic Funding Objectives	1,661.4
5. Formula Fee Revenue at 1985-86 rates and the predicted 1986-87 level of enrolment	286.7
6. 1985-86 Operating Grants	1,238.3
7. 1985-86 Operating Grants and enrolment-adjusted Formula Fee Revenue (line 5 + line 6)	1,525.0
8. Percentage increase in Operating Grants and Formula Fee Revenue $\frac{(\text{line 4} - \text{line 7})}{\text{line 7}} \times 100$	8.9%
9. Additional Formula Fee Revenue generated by an 8.9% increase in formula fee rates	25.5
10. Total Formula Fee Revenue (line 5 + line 9)	312.2
11. Cost to Government of Basic Funding Objectives (line 6 increased by 8.9%)	1,349.2

In its brief to the Commission on the Future Development of the Universities of Ontario, COU estimated the current replacement value of the physical plant of Ontario universities at $3.5 billion. Council uses this new estimate of the value of the space inventory in its determination of the funds necessary for cyclical renewal. For 1986-87, the value of this space inventory has been adjusted for inflation by increasing the COU estimate by 3.0%, the most recent increase in the Non-Residential Building Construction Price Index (from 1983 to 1984). As in past years, Council uses a level of 1% of the value of the space inventory in the university system as the minimum necessary annually for major repairs, renovations and replacement projects. When applied to COU's new estimate of the value of the existing physical plant and escalated by the 3.0% inflation estimate this produces a need of $36.1 million per year. Accordingly, Council *recommends to the Minister and Lieutenant-Governor in Council:*

> *OCUA 85-15*
> *LEVEL OF SUPPORT FOR MAJOR REPAIRS, RENOVATIONS AND REPLACEMENT PROJECTS IN 1986-87 FOR THE CYCLICAL RENEWAL OF THE EXISTING CAPITAL STOCK*
>
> *THAT* funds for capital assistance for new major repairs, renovations and replacement projects in 1986-87 be $36.1 million, plus any amount required for carry-overs and essential new construction.

C. Restoration of Quality

Council has been concerned with the effects of underfunding on the quality of university instruction and research for a number of years. While recognizing the difficulty in measuring the effect of restricted funding on the quality of the "outputs" of Ontario universities (educated graduates and scholarly research), in *A Financial Analysis of the Ontario University System — 1984*, Council was able to assess the impact of funding constraints on the "inputs" of the university enterprise:

> Coinciding with the reductions in real operating expenditures [mentioned above] has been an increase in student/faculty ratios of over 10%. When measured in constant dollars, there have also been significant reductions in student-related expenditures per student; i.e., library, academic computing, student services, and instruction and non-sponsored research. In addition, the physical plant continues to deteriorate as demands placed on it increase to record levels; support staff levels decline as demands for their services increase; equipment renewals are delayed as the need for up-to-date equipment for teaching and research becomes more critical; and the ability to cover overhead costs of sponsored research diminishes, placing future research projects in jeopardy.[5]

Council went on to conclude that:

> . . . there has been a reduction in the quality of the "inputs" into a university education in recent years. The impact of this on the "outputs" remains uncertain. These problems must be addressed by both Government and the universities with an eye to reversing the trend and identifying those areas of university activities that must be given priority in the future.[6]

Now is the time to reverse the trend of deteriorating quality and identify those areas of university activity that must be given priority in the future. The findings of the Commission on the Future Development of the Universities of Ontario support Council's concerns in these areas and its sense of urgency in dealing with these problems. In the Commission's final report it notes "the urgency of reaching an internationally competitive level of excellence in higher education and research"[7], recommending:

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[5] Ontario Council on University Affairs, *A Financial Analysis of the Ontario University System — 1984*, September, 1984, p. 59.
[6] *Ibid.*, p. 59.

> . . . that excellence in education and in research be the highest priority for both universities and Government and that public funding arrangements, institutional planning and co-ordination, university governance and staff, and arrangements for admission reflect this priority.[8]

In the following sections, Council recommends that additional funding be made available to address a serious and cumulative deterioration in non-salary items — physical plant, equipment and library resources.

1) Deferred Maintenance of Physical Plant

Under the section above, "Cyclical Renewal of Physical Plant", Council recommended that $36.1 million be made available in 1986-87 for the on-going maintenance of the universities' physical plant. This recommendation is based on the belief that throughout the life of the universities' physical plant an equal annual provision (1% of the value of the space inventory) will, on average, provide for adequate maintenance of the capital stock. However, over the past several years Ontario universities have not received the necessary annual allocation to meet their on-going repairs, renovations and replacement project needs. In *A Financial Analysis of the Ontario University System — 1984*, Council documented the shortfall in Government's funding for cyclical renewal, from the inception of Council's advice on this matter until the end of 1983-84, at $106.3 million (without taking inflation into account). In the past two years this shortfall has grown by another $46.4 million. When updated to 1985 dollars, this shortfall now equals $179.6 million. This level of underfunding for capital renewal has been much more severe than for operating fund activities and represents to Council an increasingly critical priority.

Council's annual recommendations on cyclical capital renewal assume that in every other year of the life of university buildings a similar provision is made. Unlike some operating expenditures where a delay in funding or lack of funding affects only that particular year's operations, a shortfall in capital funding has a cumulative impact on the university's physical plant. In Council's view, if the universities have to continue to defer significant capital maintenance, this will necessitate extraordinarily large outlays of capital assistance in the future. Over the long term these outlays will be much more costly than the annual provision of a reasonable level of funds for repairs, renovations and replacement projects.

This problem of deferred maintenance of the universities' capital stock must be addressed in a systematic manner. Therefore, Council recommends that a portion of the backlog of deferred maintenance be funded in 1986-87. This should be seen as only the first step towards addressing this problem. Accordingly, Council *recommends to the Minister and Lieutenant-Governor in Council*:

OCUA 85-16
LEVEL OF SUPPORT FOR DEFERRED MAINTENANCE OF PHYSICAL PLANT IN 1986-87

THAT, in addition to the amount recommended in 85-15, funds for capital assistance in 1986-87 include, at a minimum, $25 million for deferred repairs, renovations and replacement projects.

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[7] The Commission on the Future Development of the Universities of Ontario, *op. cit.*, p. 5.

[8] *Ibid.*, p. 30.

2) Equipment and Library Needs

Council has for a number of years expressed its concern about the level of funding available for the purchase of equipment and library resources, particularly in the areas of instructional equipment and library acquisitions. These areas have deteriorated significantly over the past seven or eight years.

It is now clear to Council that the techniques it used to estimate the funds necessary to restore equipment inventories and library collections to adequate levels have significantly underestimated the levels of support required in these areas. For 1986-87, Council has included maintenance aspects of its recommendations on furniture and equipment in the cost of basic objectives. While this approach will provide for a more systematic and consistent method of funding for the ongoing replacement of the existing stock of equipment and furniture, additional funding should be made available for the restoration of the stock of equipment and library collections.

For 1985-86, Council recommended an additional $20 million for equipment and library resources. In making its recommendation, Council acknowledged that the provision of this level of funding would not restore equipment inventories and library collections to adequate levels but would serve to relieve some of the pressures experienced in this area of expenditure in recent years. For 1985-86, the Government has allocated half what Council recommended, or $10 million, as a special allocation targeted towards undergraduate equipment.

The Commission on the Future Development of the Universities of Ontario reported that it had received a number of briefs both from the private sector and the universities emphasizing the obsolescence of equipment used in instructional (and in some cases research) laboratories. The Commission's examination of the operating expenditures of universities indicated a significant reduction in the equipment expenditures per student over the past decade.

In *A Financial Analysis of the Ontario University System — 1984*, Council noted that the total value of Ontario universities' expenditures on purchases of books, periodicals, microfilms, microfiche and other reference materials for their main branch, and faculty or departmental libraries declined by 18.8% in constant dollars during the period 1977-78 to 1982-83. Council concluded that the severity of the decline in library acquisitions can be attributed not only to the pressure of general financial constraints, but also to extraordinary increases in the prices of books and periodicals. Library acquisition expenditures increased by about 61.1% from 1977-78 to 1982-83 while the prices of monographs and periodicals increased by about 85% and 112% respectively.

While the maintenance or cyclical renewal portion of its recommendations on furniture and equipment will assist in arresting the trend in that area, it will not adequately address the problems associated with the serious backlog of unreplaced obsolete equipment or the serious erosion of library resources over past years. Council feels strongly that a specific recommendation for additional funding is required in order to begin to restore both the stock of equipment and library collections to adequate levels. Accordingly, Council *recommends to the Minister and Lieutenant-Governor in Council:*

> *OCUA 85-17*
> *EQUIPMENT AND LIBRARY FUNDING FOR 1986-87*
>
> *THAT*, in addition to the amounts recommended in 85-13 and 85-14, at a minimum, $10.0 million be provided in 1986-87 in recognition of the special need for the restoration of the stock of equipment and library collections.

D. Special Institutional and Policy Matters

Estimated Costs of the Bar Admission Course

As in previous years, Council's estimate of the cost of basic funding objectives does not include the cost of the grant-in-aid for the Bar Admission Course of the Law Society of Upper Canada. Council has consistently recommended that Government cover the cost of the grant-in-aid for the Bar Admission Course separately from its provision for Council's basic funding objectives. This recommendation has not been met. Council continues to believe that such a provision is necessary and desirable. Accordingly, Council *recommends to the Minister and Lieutenant-Governor in Council:*

> *OCUA 85-18*
> *FUNDING FOR 1986-87 FOR THE BAR ADMISSION COURSE*
>
> *THAT* $0.8 million be provided in 1986-87 for a grant-in-aid for the Bar Admission course.

Future Advice

Council believes that a number of initiatives will be needed in the near future to enhance or restore quality, provide for needed structural changes and meet anticipated future demands. In particular, Council recognizes that the Ontario universities must be able to respond to two unique sets of circumstances during the next decade: the need for faculty renewal prior to university retirements increasing significantly in the mid-1990's; and the need to accommodate for the impact of the introduction of the Ontario Schools: Intermediate and Senior (OS:IS) change in the secondary school curriculum. In addition to meeting these needs, Council believes that the possibility of improving the quality of research and instruction in a creative manner through the development of centres of excellence must be explored vigorously. While it is clear that additional funding will be required to meet these challenges, Council believes that further study in each of these areas is required before formal advice can be submitted.

There is considerable merit in the concept of a renewal and adjustment fund for faculty renewal as proposed by the Commission on the Future Development of the Universities of Ontario. While Council believes that the appropriate focus and distribution of such a fund requires further study, it acknowledges that a renewal fund may have a positive impact in a number of areas. The skewed faculty age distribution which has resulted from significant increases in staffing during the 1960's and early 1970's has meant that currently there are relatively few retirements and, therefore, there are few openings for the present generation of young scholars. This situation will be reversed in the mid-1990's when large numbers of retirements will begin to occur and Canada may face a shortage of young scholars available to replace those retiring. Ad hoc solutions such as increased immigration to fill these positions (as occurred in the late 1960's and early 1970's) are neither appropriate, desirable, nor likely to be available. It is important to plan for this retirement bulge and adjust faculty hiring and replacement policies over the next decade to avoid a recurrence of the problems of the late 1960's and early 1970's. Accordingly, there is a strong need for the university system to increase the number of young faculty hired in the next decade beyond the present replacement rate. The Commission states that such an infusion would result in at least three direct benefits:

> . . . it would immediately allow some of our most able young minds to embark on academic careers with a consequent introduction of new ideas. Secondly, it would provide capacity to permit universities to accommodate the enrolment bulge expected with the introduction of the revised secondary school curriculum. Thirdly, it would allow for the gradual introduction of new faculty required to replace the larger than normal retirements anticipated in the mid-nineties. This would avoid a repetition in the early part of the twenty-first century of the present distorted age profile of faculty.[9]

Council intends to examine this matter in the coming months and submit detailed advice on the appropriateness, size, scope and operation of such a fund.

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[9] *Ibid.*, p. 47.

There also exists an urgent need to plan for any increased demand for university education as a result of the introduction of the OS:IS changes in the secondary school curriculum. Projections provided by the Committee on Enrolment Statistics and Projections indicate that, as a result of the OS:IS curriculum changes during the period 1988 to 1992 the system enrolment will increase beyond its present level and will peak in 1990-91. The precise impact of the "double cohort" on Ontario universities is uncertain at present. However, Council is concerned about the logistics of accommodating these extra students and the potential inequities in opportunity which may result from a double cohort of Ontario youth aspiring to university study during this period. Efforts to meet the OS:IS change must be given priority and resources made available to universities to cope with any increased enrolment. Council plans to study this matter further in the coming months in an attempt to assess the logistical problems and the transitional costs associated with the OS:IS change.

Finally, Council plans to review in more detail the recommendation by the Commission on the Future Development of the Universities of Ontario for extra-formula grants to develop centres of excellence. In principle, there is merit in this initiative which would enhance instructional quality and adaptability and also assist in building desired centres of strength in key fields of research and instruction. Council is of the opinion that specific recommendations for centres of excellence should be developed in conjunction with any institutional and program adjustments which may be undertaken through a renewal and adjustment fund. Initiatives in this area will require further study before formal recommendations are made.

Conclusion

Council reiterates its conviction that Government must make a fundamental commitment with respect to the funding of the universities of Ontario. Council feels strongly that the recommendations contained in this memorandum and summarized in Table III represent an essential first step in providing Ontario universities with the resources to enable them to meet the challenges they must face.

M. Paikin
Chairman

July 19, 1985

Table III

Summary of Grant Recommendations
($ million)

1. Maintenance of Operating Support (Meeting Council's Cost of Basic Objectives)	1,349.2
2. Cyclical Renewal of Physical Plant	36.1
3. Quality Restoration	
(a) Deferred Maintenance of Capital Stock	25.0
(b) Equipment Library Needs	10.0
4. Special Institutional and Policy Matters Grant-in-aid for the Bar Admission Course	0.8
Total Grants Recommended	1,421.1

Appendix A

Revised Calculation of Shortfall in Funding for 1985-86

The estimate of the basic funding requirements for 1985-86 contained in Advisory Memorandum 85-II have been revised to reflect up-dated estimates of CPI and enrolment change. The inflation factors for salary and non-salary items have declined from 6.1% and 7.6% to 4.4% and 5.3% respectively. Enrolment increase projections have been changed from 1.5% to 0.0%. As a result, the revised estimate of the cost of basic funding objectives in 1985-86 is $1,616.7 million.

The estimate of total funds available to the Ontario university system has also been revised to reflect up-dated information on government grants, fees and other income. Council now estimates that total fee income (formula tuition and other fees) will be $308.2 million in 1985-86. Government operating grants will total $1,238.3 million (not including those funds provided from operating expenditures that are not part of the cost of basic objectives: $0.763 million for the grant-in-aid to the Bar Admission Course, and $10.0 million provided for undergraduate equipment purchases). Other revenue is estimated to be $62.2 million in 1985-86. Thus, the total estimated revenue available to the system is $1,608.7 million.

The revised estimate of the shortfall in revenue compared to the expenditures required to meet the basic funding objectives is $8.0 million ($1,616.7 — $1,608.7 million).

Appendix B

The 1985-86 Base

This appendix outlines the derivation of the 1985-86 base used in Council's funding exercise. For the purpose of this exercise, Council assumes that system expenditures in 1985-86 will equal total revenue, and estimates total operating revenue at $1,608.7 million. Table A-1 provides details of 1985-86 revenues by type.

Formula and Non-Formula Grants

The figure $1,238.3 million found in Table A-1 is derived by subtracting $4.9 million in line-item grants and $0.763 million to be used for the grant-in-aid to the Bar Admission Course from the $1,244.0 million in operating grants announced by the Minister on March 7, 1985 and rounding to the nearest decimal point.

Formula and Other Fees

Council's funding base includes only that fee revenue which is derived from formula fees and other fees. Any revenue accruing to the universities as a result of the application of their discretionary tuition fee power has been excluded from the base. The 1985-86 formula fee revenue is estimated to equal $288.2 million. This is calculated by applying the 1985-86 formula fee rates to 1984-85 enrolment. This figure also includes an estimate of supplementary foreign fee revenue and third-term graduate formula fees. The other fee revenue estimate of $20.0 million was based on the universities' budget reports for 1985-86.

Other Revenue

Other revenue includes Ministry line-item grants of $4.9 million and an estimated $57.3 million in other sources of income. The latter amount was derived from the universities' reports on budgeted revenue for 1985-86.

Table A-1

University System Revenue
1985-86 Estimate
($ million)

Formula and Non-Formula Grants*	1,238.3
Formula Fees	288.2
Other Fees	20.0
Other Revenue**	62.2
Total	1,608.7

* Excludes Ministry line-item grants and Bar Admission Course grant-in-aid.
**Includes Ministry line-item grants.

85-V Undergraduate Professional Program Funding — Physiotherapy (BSc), University of Ottawa; Occupational Therapy (BSc), University of Ottawa

In this memorandum, Council offers advice on two new undergraduate professional programs. They were considered in accordance with the procedures set out in Advisory Memorandum 82-VII for professional programs and with new procedures developed for the consideration of bilingual programs (see Appendix A) and Health Science programs (see Appendix B). Council was consulted by the Ministry of Colleges and Universities on the development of both of these new processes and concurs with their stated procedures.

The Chairman of Council initiated discussions on bilingual and health science program approval processes as there appeared to be a number of matters which required clarification. The relationship between Council's responsibility with respect to the approval for funding of undergraduate bilingual professional and quasi-professional programs and graduate programs and the responsibility of the Council for Franco-Ontarian Education (CEFO) had not been previously clarified. This was because CEFO in the past was asked only to consider recommending funds for new bilingual *courses* rather than *programs*. However, the request for funding from the University of Ottawa for two new programs, Physiotherapy and Occupational Therapy, and the likelihood that CEFO may be asked for more program-related funding in the future, clearly necessitated some review of the CEFO—Council relationship in this area. This relationship is set out in Procedure 2 of Appendix A whereby development grants may be recommended by CEFO and awarded by the Minister without reference to Council; but prior to the award of start-up grants ("further grants") professional and quasi-professional programs must be recommended by Council and approved for formula funding support by the Minister. CEFO and Council have agreed to keep each other informed regarding their respective consideration of programs.

The previous Health Science funding approval procedures appeared to be out-of-date and more honoured in the breach than in the observance. The Ministry of Colleges and Universities agreed with this observation, and after the review of several draft policies and input from both Council and the Council of Ontario Universities (COU), the Ministry formulated the mechanism outlined in Appendix B. The major improvement is the clarification of program consideration involving Council and the Health Sciences Education Committee and the Ministry of Health. Under the new procedures, Council will forward any new university health science submission to the Ministry of Colleges and Universities, which will then be responsible for transmitting the proposal either to the Health Sciences Education Committee or directly to the Ministry of Health. Comments from the health area will then be sent to Council for its consideration.

Under the agreed upon procedures, the Ministry of Health's review is to include comments "on the relationship of the proposed program to health science developments, manpower supply and demand, and health legislation".[1] The review is to be based on the following Ministry of Health objectives:

1. Health science education programs should be designed to train specific, agreed upon, levels and types of health workers.
2. The output of health science education programs should bear a close relationship to projected manpower needs in the health care sector, including the need for bilingual health service manpower.

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[1] See Appendix B.

3. Curriculum should relate closely to the scope of practice defined in health legislation, if applicable.
4. The general philosophy of the projected future health care system, as described by the Ministry of Health, should be reflected in the health science education programs.
5. The clinical practice portion of health sciences education programs should not unduly "steer" health care service in a particular institution, service or geographic area, or create additional funding requirements of the Ministry of Health without prior agreement.

The Ministry of Health is responsible for assessing new health sciences programs in relation to their objectives and providing comment on whether these objectives are being met. Council will then include this submission in its assessment as to whether the program meets Council's existing funding approval criteria for new undergraduate professional, special and quasi-professional programs (A.M. 82-VII) or new graduate programs (A.M. 83-VIII).

In considering the two new University of Ottawa programs, Council sought the advice of its Academic Advisory Committee (see Appendix C) and that of COU who consulted with the group of health science deans (the Ontario Council on University Health Sciences). In that these two programs are not only professional programs, but also bilingual in nature, the University of Ottawa applied to CEFO for both a development and a start-up grant (see Procedure 2 of Appendix A). A development grant of $110,000 was approved by the Minister in 1984 and a start-up grant of $225,000 has been approved recently (see Appendix D) conditional upon Council's positive funding recommendation.

As these are also health science programs the *Undergraduate and Graduate Health Sciences Program Review and Funding Approval Mechanism for Universities* (Appendix B) comes into effect. The Ministry of Health reviewed the proposed programs and forwarded its comments to Council through the Ministry of Colleges and Universities (Appendix E).

In its submission, the Ministry of Health did express a concern about the availability of appropriate internship placement locations for the Clinical Practicum/Field Work component of the two programs. Council contacted the University of Ottawa regarding this matter and was informed by the Dean of the Faculty of Health Sciences that a number of institutions, including the Ottawa General Hospital, the Civic Hospital, the Children's Hospital of Eastern Ontario, the Regional Crippled Children's Centre and the Regional Rehabilitation Centre have offered their physiotherapy and occupational therapy resources as clinical resources in support of the proposed programs. These institutions have assured the University of Ottawa that they will cooperate completely in assisting with the implementation of the practicum component of the programs. Council notes that the University of Ottawa is confident with respect to the availability of internship positions for students in both programs. Given the assurances offered by Ottawa area hospitals, the Regional Rehabilitation Centre and the University of Ottawa, Council is satisfied that an adequate supply of clinical placements will be available to meet the demands resulting from these two new programs.

The Ministry of Health stated that: "There is a well documented need in Ontario for occupational therapy and physical therapy personnel, particularly those with French language skills", but went on to say: "However, whether positions will exist for the graduates is another question."[2] This could be asked about any program, but does not seem relevant in this particular case.

As noted above, Council has been reassured with respect to the concerns expressed by the Ministry of Health regarding clinical placements for students in these two

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2. Memorandum to Dr. R. Benson, Assistant Deputy Minister, Ministry of Colleges and Universities from Mr. R. H. Reid, Assistant Deputy Minister — Institutional Health, Ministry of Health, July 2, 1985.

programs. Therefore, Council is satisfied that the Ministry of Health's assessment of these two new programs in relation to their own objectives does not negate the ability of these programs to meet Council's funding criteria.

Council has reviewed the advice of its Academic Advisory Committee concerning the two Ottawa programs and is persuaded that it is appropriate for the University of Ottawa to offer these programs. Council notes, as well, the support from COU for the establishment of the physiotherapy and occupational therapy programs. In their reply to Council's request for comments on the proposed programs COU stated that:

> Having been convinced of the need in terms of both student and societal demand and having been assured that the suggested programmes were not significantly different from those already established in Ontario, with the exception of the highly desirable bilingual aspect, Council unanimously agreed to support the establishment of these new programmes.[3]

In addition, Council is aware of the considerable local and regional support for the proposed programs. The physiotherapy and occupational therapy programs have not caused significant problems for the Ministry of Health and have satisfied Council's funding criteria. Due to the need for bilingual health care specialists in these fields in the Ottawa and northeastern Ontario areas, Council believes that the programs should be funded even in a time of economic constraint.

Accordingly, Council *recommends to the Minister:*

OCUA 85-19
FUNDING FOR THE BACHELOR OF SCIENCE PROGRAM IN PHYSIOTHERAPY AT THE UNIVERSITY OF OTTAWA FOR 1987-88.

THAT the BSc program in Physiotherapy at the University of Ottawa be deemed eligible for formula support beginning in 1987-88, and that eligible enrolment, from 1986-87 on, be included in the moving average for the university — the program to be in Category 2, with a weight of 1.5, as outlined in the Ministry's *Operating Formula Manual*.

OCUA 85-20
FUNDING FOR THE BACHELOR OF SCIENCE PROGRAM IN OCCUPATIONAL THERAPY AT THE UNIVERSITY OF OTTAWA FOR 1987-88.

THAT the BSc program in Occupational Therapy at the University of Ottawa be deemed eligible for formula support beginning in 1987-88, and that eligible enrolment, from 1986-87 on, be included in the moving average for the university — the program to be in Category 2, with a weight of 1.5, as outlined in the Ministry's *Operating Formula Manual*.

M. Paikin
Chairman

July 19, 1985

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[3] Letter from Edward J. Monahan to Mrs. M. Paikin, May 13, 1985.

Appendix A

Policy Statement

Program of Grants for the Development and Start-Up of New French Courses and Programs in Bilingual Universities

I. Aim and Rationale

The Ontario Government recognizes that the offering of university programs in two languages generates costs which cannot be covered by the general distributive formula for operating funds. Special grants are therefore made available to bilingual universities in addition to the formula operating grants:

— the Bilingualism Grant covers the incremental costs of on-going bilingual programs as determined through periodic study;

— the Grants for the Development and Start-up of New French Courses and Programs recognizes the additional costs of developing and implementing new courses and programs, costs not covered by the bilingualism grant.

The latter grant program acknowledges that institutional size and enrolment levels are factors which influence the capacity of an institution to offer new programs and courses and allocates resources accordingly.

II. Program Description

The purpose of this program is to provide grants to recognized bilingual universities in Ontario to support the development and start-up of new courses and programs offered in the French language.

Grants are awarded on the basis of individual project submissions from universities indicating the need for the course or program, projected enrolment and the place it occupies in the overall academic plan. Grants are approved on a yearly basis and paid as reimbursements of actual expenditures. Grants are renewable up to a maximum of three years, dependent on satisfactory progress reports filed at the end of each fiscal year. An exception to the time limit may be made for major programs.

III. Submission and Award Procedure

Universities submit proposals to the Council for Franco-Ontarian Education (CEFO) on the appropriate forms. For programs and courses scheduled to be offered in September, universities should submit their proposals to CEFO the previous winter.

The procedure for the review of proposals and the award of grants depends on whether the submission concerns courses and programs in the core arts and science disciplines or, professional, quasi-professional, special and graduate programs.

Procedure 1: for courses and for programs in the core arts and science disciplines

CEFO reviews the proposals received from the universities and submits a list of projects recommended for support to the Minister of Colleges and Universities. The Minister reviews the recommendations and awards the grants.

Procedure 2: for professional, quasi-professional, special and graduate programs

All new programs in these categories require a review and a positive recommendation from OCUA before being eligible for formula funding. Bilingual and French programs must be submitted for this academic review like all other programs of this kind.

If a new program submitted to CEFO has been reviewed, recommended by OCUA and approved by the Minister of Colleges and Universities, the procedure for obtaining support under the program of grants for new French courses and program is the same as under procedure 1 above.

A university may, however, submit a request to CEFO for support of the development costs of a new program without the OCUA review and the approval for formula funding by the Minister. In this case, if CEFO recommends support, the Minister may award a one-time grant to assist the university in preparing its presentation for OCUA's review. No further grants would then be available for such programs until they have been approved for formula funding. When this approval is granted the procedure reverts to procedure 1.

IV. Financial Arrangement and Reporting Requirements

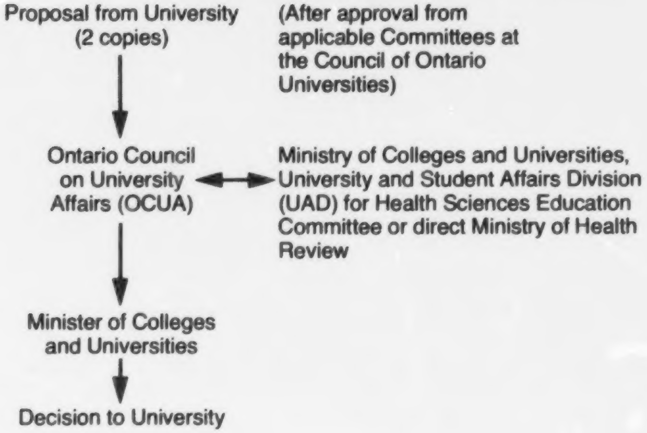
Grants are paid to the university at the end of the fiscal year in which they were awarded (March 31). Only expenditures actually incurred and commitments to the end of the institution's fiscal year (April 30) will be covered by the grants.

An activity report satisfactory to the Ministry and a financial report are required before payment is made by MCU. These reports will also be used in determining the merit of continued support for multi-year projects.

University Relations Branch
Ministry of Colleges and Universities
September 1984

Appendix B

Undergraduate and Graduate Health Sciences Program Review and Funding Approval Mechanism for Universities


Proposal from University (2 copies)
(After approval from applicable Committees at the Council of Ontario Universities)
Ontario Council on University Affairs (OCUA)
Ministry of Colleges and Universities, University and Student Affairs Division (UAD) for Health Sciences Education Committee or direct Ministry of Health Review
Minister of Colleges and Universities
Decision to University

The Ministry of Health review will include comments on the relationship of the proposed program to health service developments, manpower supply and demand, and health legislation. The review will be based on the following objectives:

1. Health science education programs should be designed to train specific, agreed upon, levels and types of health workers
2. The output of health science education programs should bear a close relation to projected manpower needs in the health care sector, including the need for bilingual health service manpower.
3. Curriculum should relate closely to the scope of practice defined in health legislation, if applicable.
4. The general philosophy of the projected future health care system, as described by the Ministry of Health, should be reflected in the health science education programs.
5. The clinical practice portion of health sciences education programs should not unduly "steer" health care service in a particular institution, service, or geographic area, or create additional funding requirements of the Ministry of Health without prior agreement.

In the case of bilingual programs, start-up and developmental funds may be available on application to, and upon positive recommendation of the Council for Franco-Ontarian Education.

April 2, 1985

Appendix C

ONTARIO COUNCIL ON UNIVERSITY AFFAIRS
ACADEMIC ADVISORY COMMITTEE

Physiotherapy (BSc) and Occupational Therapy (BSc), University of Ottawa — New Undergraduate Professional Programs Considered For Formula Funding

On October 12, 1984, the University of Ottawa requested that Council consider for formula funding approval its new undergraduate professional programs in Physiotherapy and Occupational Therapy. Council, according to established procedures, circulated the program proposals to the Council of Ontario Universities (COU), which then asked for and received advice from its Ontario Council on University Health Sciences, which has representatives from all universities with health sciences programs. Council referred COU's comments and the proposed programs to its Academic Advisory Committee for specific recommendations relating to the programs. The Committee's findings are summarized below.

1. Proposed Curriculum

Both programs were designed by a Planning Advisory Committee composed of expert representatives from the University of Ottawa, Queen's University, McGill University and the Royal Ottawa Hospital.

Both curricula roughly parallel the curriculum of existing programs in the provinces.

2. Academic Quality of the Program

The programs were approved by the University's Senate in the spring of 1980.

3. Financial Viability of the Program

At present, significant additional resources will be required in order to establish these two programs, especially in the area of staffing. It is the Committee's understanding that the Council for Franco-Ontario Education (CEFO) is considering proposals for start-up funds for these programs which would allow for the hiring of program directors, professors, support staff and equipment. If sufficient funding were available these programs would probably be financially viable. It is also the Committee's understanding that final approval of any such special funding is contingent upon the Minister's approval of formula funding support. The Ministry has already provided development funds so that the programs could be brought to a stage where they could be submitted to Council for formula funding support.

4. Projected Enrolment

The University projects annual graduating classes of 10-15 students for each program based on first-year intakes of twenty students for each program.

5. Co-operation with other Post-Secondary Institutions

Both McGill and Queen's have assisted in the design of the programs, but specific future co-operation is not considered necessary.

6. Need — Student and Societal Demand

Based on the application rates and very high entering grades (in the high eighties) for the other rehabilitation medicine programs in the province, which are all limited-enrolment, the planned intake of 20 first-year students in each program is very probably realizable.

The societal need for the programs is documented mainly in the many supporting letters from health care professionals and several interested agencies in the Ottawa area. Based on the review of these submissions (detailed below in section 8) and on COU's concurrence with the need for these programs, the Committee is satisfied that there is a societal need for them.

7. Program Uniqueness

The bilingual components of the programs make them unique. The professional part of the programs will be taught in French. The teaching staff will be bilingual. There are three other programs in Ontario — at Queen's University, the University of Toronto and the University of Western Ontario. However, the bilingual nature of the programs, the regional need for graduates in Ottawa and the support provided by the other Health Science faculties appear to override any concerns about program duplication.

8. Local and Regional Support for the Program

The Social Planning Council of Ottawa-Carleton; the Ontario Society of Occupational Therapists — the Ottawa Branch; the Ottawa District of the Canadian Physiotherapy Association; and the Association Canadienne-Francaise de l'Ontario — Conseil Regional Ottawa-Carleton have written in support of the proposed programs. In particular, they have strongly emphasized the need for bilingual health care professionals in these two fields. There has also been considerable support from area hospitals for the establishment of these two programs.

9. Institutional Appropriateness

The appropriateness of these proposals for the University obviously depends on the availability of the CEFO grants. The Committee notes the University's commitment to the programs through the designation of considerable space within the new Health Sciences building, plus the provision of shared auditoria, lecture, library and teaching space for the programs. The Medical School at Ottawa has links with the Regional Rehabilitation Centre, the Ottawa General Hospital, the Children's Hospital of Eastern Ontario and the Regional Crippled Children's Centre. All of these institutions are willing to offer supportive clinical resources for the two programs and all these institutions are bilingual. Regional Rehabilitation Centre staff in particular have participated in the design of the programs.

The programs will also be supported by teaching and other collateral strengths in Medicine, Nursing, Sociology, Psychology and the Faculty of Sciences.

10. Funding

The Committee, therefore, recommends that:

> the University of Ottawa's new undergraduate professional programs in Physiotherapy and Occupational Therapy be recommended as being eligible for formula funding support.

Academic Advisory Committee
May 31, 1985

Appendix D

Ontario

Office of the
Deputy Minister

Ministry of
Education
Ministry of
Colleges and
Universities

Mowat Block
Queen's Park
Toronto Ontario
M7A 1L2
416 965-2605

Dr. Antoine D'Iorio
Rector and Vice-Chancellor
University of Ottawa
550 Cumberland Street
Ottawa, Ontario
K1N 6N5

Dear Dr. D'Iorio

I am pleased to announce that the Minister has accepted the recommendation of the Council for Franco-Ontarian Education with respect to the allocation of grants in support of the development of new French courses and programs in 1985-86.

The University of Ottawa will receive the following grants:

Faculty of Health Sciences		
— Nursing (3rd and 4th years)		82,000
Faculty of Sciences and Engineering		
— Computer Science		35,000
— Mathematics		21,700
Faculty of Education		
— Computer Science in the Senior Division		9,000
	Total	$147,700
St. Paul University Faculty of Theology		
— Faith and Culture		3,700
— Special Questions of Ethics: Human Values in an Audio-Visual Civilization		8,800
	Total	$ 12,500

With respect to the grant of $225,000 for the bilingual Physiotherapy and Occupational Therapy programs, the Minister has accepted the Council's recommendation on the condition that OCUA recommends this program for ongoing operating grants and that OCUA's recommendation is accepted by the Minister. Consequently, the grant will not be paid until this process is completed.

As in other years, these grants should be used exclusively for French courses or the French part of bilingual programs. Grants will be paid by the Ministry upon receipt of the appropriate financial documents and an interim activity report. These documents should be forwarded to the Director of the University Relations Branch by January 15, 1986. In addition, it should be understood that these awards are made conditional on a final activity report for each grant being submitted to the Ministry by August 31, 1986.

Yours sincerely,

G. R. Podrebarac
Deputy Minister

Appendix E

Ontario

Ministry
of
Health

10th Floor, Hepburn Block
Queen's Park
Toronto, Ontario
M7A 1R3

(416) 965-3435

July 2, 1985

Memorandum to: Dr. R. Benson
Assistant Deputy Minister
Ministry of Colleges and Universities

From: Mr. R. H. Reid
Assistant Deputy Minister
Institutional Health

Re: University of Ottawa's Proposal for
B.Sc. Programs in Physical Therapy and
Occupational Therapy

A review of the proposal indicates that for each program there will be up to 20 first year students with 10 to 15 expected to complete each of the 4 year programs. Beyond the typical entrance requirements, all students must be bilingual.

From a manpower planning perspective, there are several concerns:

1. Other Ontario rehabilitation schools have had problems finding appropriate internship placement locations. The availability of placement locations should be investigated prior to program initiation as students are scheduled for Clinical Practicum/Field Work in year two. The placements to be used should be new to avoid affecting the supply available for already existing programs.
2. This new rehabilitation education program will have an impact on the Allied Health internship funding component of the Clinical Education Budget. It may be timely for the Ministry to review the rationale for the funding support of Allied Health.
3. There is a well documented need in Ontario for occupational therapy and physical therapy personnel, particularly those with French language skills. However, whether positions will exist for the graduates is another question. This may be answered by the Ministry's planned rehabilitation personnel survey.

Thank you for providing us with the opportunity to comment on this proposal.

85-VI The Ontario Graduate Scholarship Program, 1986-87

INTRODUCTION

In this memorandum, Council submits advice on the long-term goals and objectives of the Ontario Graduate Scholarship (OGS) program. Council also submits its advice for 1986-87 on the value of the OGS stipend, the number of stipends to be awarded and associated matters.

Council noted in Advisory Memorandum 84-IV that the OGS program had been in existence for ten years and that it was time to review its "purposes and effectiveness". This memorandum went on to state that the review would include consultation with OGS Selection Board Chairmen and representatives of the Ontario Council on Graduate Studies (OCGS) and the Ontario Graduate Association (OGA). Accordingly, the current chairman of the Selection Review Board, Dr. Reginald Smith of Queen's University, was interviewed and Council received briefs from, and held hearings with, both OCGS and OGA. Council wishes to thank all those involved in this consultation process for their useful and thoughtful comments and suggestions.

The participants in the review were asked to comment on the following areas:

- program objectives
- the value of the stipend
- the number of stipends
- the appropriate relationship between the number of stipends and the value of the stipend
- the effectiveness of the program in furthering excellence in graduate studies
- how the OGS program compares with the NSERC and SSHRC awards programs
- the categories of OGS awards — should the institutional and visa student categories be maintained? Should there be other categories of awards, such as strategic awards to encourage doctoral work in specific fields where there are present or projected shortages of professors, e.g. business and engineering? Should more awards be made available than at present in these areas and should they be at a higher value than the regular stipend?
- the $2,500 limitation on the value of other awards which can be held concurrently with the OGS — should this limitation be higher? Should it be abolished?
- any administrative aspects of the program (bearing in mind, however, that Council is primarily concerned with policy aspects)[1]

Council will, therefore, structure its advice herein under several headings: Program Objectives;Special Matters; and the OGS Program, 1986-87.

I. PROGRAM OBJECTIVES

At the present time, the only defined Government purpose/objective for the OGS program is: "to encourage excellence in graduate studies".[2] Within this broad objective, Council has submitted annual advice focusing primarily on the value of the award and the number of awards which should be made available. Last year, Council recognized that it was time to reassess this pattern of advice and began its review of the OGS program by identifying appropriate objectives and examining the program in light of Council's experience with it.

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[1] Letters from Mrs. Marnie Paikin to Dr. L.A.K. Watt and Mr. Rob Butcher, November 1 and November 6, 1984.

[2] Ministry of Colleges and Universities, *Ontario Graduate Scholarship Program, 1985-86*, brochure.

To compete successfully in national and international markets, it is essential for the province of Ontario to attract, develop and retain the best "mindpower" it is capable of assembling. In fulfilling this need it is fortunate that one of this province's great assets is the university system's graduate studies enterprise, through which the most resourceful "mindpower" is developed. Crucial to the support of this system is the maintenance of a high quality pool of graduate student talent from which to provide for the renewal and enhancement of university faculties and the provincial research enterprise.

One measure of the degree of academic excellence of the graduate enterprise within a university is the quality of graduate students enrolled. While students will be drawn by many factors — institutional reputation and setting, professorial and other resource strengths, and the size, mix and quality of graduate students within a given department — Council believes a crucial factor is the availability of scholarship support for exceptional students. The effectiveness of a scholarship program in attracting genuinely talented students in sufficient numbers to enhance the quality of graduate studies in Ontario will depend on the competitive value of the awards and the number of awards available.

Council, therefore, adopts as its first and primary objective for the OGS program the encouragement of excellence in graduate studies within the Ontario university system.

In structuring an effective provincial graduate scholarship program in Ontario, it is also important to take into account the existence of two well-established federal government graduate scholarship programs and the history of the present OGS program. These are examined in some detail later in this memorandum, but for now Council confines itself to offering some general comments on them. The two federal programs, that of the Social Sciences and Humanities Research Council (SSHRC) and the Natural Sciences and Engineering Research Council (NSERC), offer awards which are tenable anywhere in Canada and, in some instances, abroad as well. They also have award values which are higher than those offered by existing provincial graduate programs. Given current fiscal realities, it is unlikely that any provincial program will be able to match the value of the federal awards in the near future. As well, it is only fitting that the most prestigious publicly funded awards in the country be open to all Canadian students on an absolutely equal basis across the country and be tenable at any university.

The federal competitions do not guarantee a province any particular number of exceptional graduate students. For a province such as Ontario, which wishes to ensure that it has a critical mass of highly qualified graduate students it must be prepared to offer alternative scholarships tenable only within the province. In Council's view, such a scholarship program should complement the federal programs by offering awards which, while not substitutes for those federally awarded, are competitive and prestigious. Council also believes that some allowance should be made within a provincial awards' program for the fact that the size and intensity of graduate studies may vary across the province's universities and that while preference might be given to the province's residents, it should also be available for some high-quality students from other provinces and countries. This would imply the need for special categories of awards (a) tenable at specific universities, or (b) available for specific institutions.

Council recognizes that not all universities in Ontario are developed to the same extent with respect to graduate-level studies. Some of the newer and smaller universities still in the process of developing strengths and reputations at the graduate level deserve special consideration. Council, therefore, adopts as its second objective for the OGS program, the fostering of the presence of a minimum number of outstanding graduate students in specific smaller universities.

Council has for some time stated its preference for a healthy international mix of students within the Ontario university system, especially at the graduate level. Council reaffirms its belief in the benefits of the presence of visa graduate students in Ontario universities, especially academically excellent ones, because:

(1) Universities are dedicated to the pursuit of knowledge, scholarship and research-activities that transcend national boundaries. While Ontario universities have a primary responsibility for training Ontario and Canadian graduate students, that responsibility should not be limited to citizens of this country.

(2) Graduate level education is enhanced by the presence of a diverse group of faculty and students who bring to the task a variety of educational backgrounds, conceptual frameworks and methodologies.[3]

Council, therefore, adopts as its third objective for the OGS program, ensuring the presence of a minimum level of outstanding visa graduate students within the Ontario university system.

Council's three objectives for the program may then be summarized as follows:

1) Encourage excellence in graduate studies within the Ontario university system.
2) Foster the presence of a minimum number of outstanding graduate students in specific smaller universities.
3) Ensure the presence of a minimum number of outstanding visa graduate students within the Ontario university system.

Council now examines the existing OGS program in order to determine whether it meets these objectives.

1. Encouraging Excellence

To attract and retain excellent graduate students within Ontario, the provincial scholarship award value must be set at an appropriate level. The OGS stipend was initially set at roughly 80% of the averaged values of the scholarships administered by SSHRC and NSERC. Council has since then documented a steady decline in the value of the OGS award when compared to the two federal awards. For 1985-86, the OGS stipend is only 63.7% of the combined averaged value of an NSERC award and SSHRC award (see Table I).

Council, as part of its review of the OGS program, examined comparable programs in other provinces. In Alberta, for 1985-86, the level is approximately 76% of the federal awards and in Quebec the award level is approximately 70% of the federal awards[4]. Except for Newfoundland which has a very small program, the rest of the provinces do not have provincially administered and funded graduate scholarship programs.

Council has for several years voiced great concern about the continuing erosion in the OGS value. Table II updates this comparison and incorporates the actual rate of inflation for 1984-85 (3.9%) and an estimated rate of inflation for 1985-86 (4.4%). The 1985-86 value of the OGS stipend in 1974-75 constant dollars is 9.5% below the actual 1974-75 value. By comparison, the constant dollar values of the NSERC and SSHRC awards for 1985-86 are, respectively, 8.5% and 19.4% higher than their 1974-75 values.

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3. Ontario Council on University Affairs, *Ninth Annual Report, 1982-83*, A.M. 82-IX, pp. 120-121.
4. The Government of Alberta provides a combined total of 130 master's and doctoral scholarships at a combined value of $8,700 (master's awards are worth $8,100 and doctoral awards $9,300). The Government of Quebec offers 1,318 awards at a combined value of $8,000 (master's awards are worth $7,500 and doctoral are worth $8,500). In both provinces, awards are usually open only to residents of the province and are tenable only within the province. Alberta also offers 50 Special Heritage Fund graduate scholarships ($10,000 for master's students and $15,000 for doctoral). Quebec offers a limited number of special graduate scholarships in Business, Transportation, Environment Studies and Energy ranging in value from $7,500 to $9,000.

Table I

Comparative Scholarship Stipends

	OGS	NSERC PGS Awards[1]	SSHRC Doctoral Scholarships
1974-75	$3,400[2]	$ 4,500	$ 4,000
1975-76	$3,400[2]	$ 5,000	$ 5,000
1976-77	$3,750	$ 5,520	$ 5,500
1977-78	$4,350	$ 6,000	$ 6,000
1978-79	$4,500	$ 6,360	$ 6,360
1979-80	$4,800	$ 7,000	$ 6,750
1980-81	$4,890	$ 8,500	$ 7,860
1981-82	$5,700	$ 9,350	$ 8,760
1982-83	$6,270	$10,500	$ 9,720
1983-84	$6,585	$11,100	$10,800
1984-85	$6,915	$11,600	$11,340
1985-86	$7,305	$11,600	$11,340
% increase 1985-86 over 1974-75	114.9	157.8	183.5

[1] NSERC post-graduate scholarship (PGS) values are those in effect in the Fall of each academic year.

[2] Adjusted to take account of the integration of fees into the award in 1976-77.

Table II

Comparative Scholarship Stipends

(In Constant Dollars 1974-75 = 100.0)

	OGS	NSERC PGS Awards	SSHRC Doctoral Scholarships
1974-75	$3,400	$4,500	$4,000
1975-76	3,094	4,550	4,550
1976-77	3,191	4,698	4,681
1977-78	3,409	4,702	4,702
1978-79	3,233	4,569	4,569
1979-80	3,158	4,605	4,441
1980-81	2,893	5,030	4,651
1981-82	3,010	4,937	4,625
1982-83	3,026	5,068	4,691
1983-84	3,007	5,068	4,932
1984-85	3,040	5,099	4,985
1985-86	3,076	4,884	4,775
% change 1985-86 over 1974-75	- 9.5	+ 8.5	+ 19.4

In Advisory Memorandum 75-III, Council observed:

> It is evident that the original intent of the Ontario Graduate Scholarship program was to provide a stipend moderately lower than federal prestige awards, quite possibly on the reasonable ground that this program provides awards on the basis of a provincial rather than nation-wide competition.[5]

and:

> It appears to Council that the very purpose of the Ontario Graduate Scholarship Program speaks in favour of according priority to improved scholarships. A prestige award designed "to encourage excellence in graduate studies" should carry a stipend sufficient to attract and nurture excellence in the face of increasingly financially attractive alternatives to graduate study and of economic pressures that detract from scholarly endeavour.[6]

These statements continue to describe the situation today.

Both OCGS and OGA made very strong representations that the OGS award value be restored to its original comparative level in relation to the two federal awards. As OCGS acknowledged this would represent a significant increase in the funds made available to the OGS program, approximately 31% (given the same number of awards being made available and estimating that the NSERC and SSHRC award levels will be increased for 1986-87 by Council's estimated rate of inflation, 4.6%). But as OCGS pointed out "it would be a small amount in relation to the total funding for universities."[7] And as OGA stated:

> It is realized that as NSERC and SSHRC are national programs and OGS provincial, the OGS may never have the full prestige of the national awards. However, the fact that the value of the OGS stipend has been allowed to fall so dramatically in comparison with NSERC and SSHRC awards has hardly encouraged the view that the OGS program was ever vaguely comparable with NSERC and SSHRC. . . We feel that raising the stipend will restore and enhance the prestige of an OGS award and will demonstrate the Ontario Government's commitment to academic excellence.[8]

This echoes Council's position:

> If the OGS program is to function effectively as a scholarship program (which has always been, and continues to be, Council's position), it is clear that the value of the stipend must be significantly increased. Were the stipend to remain depressed, the program would lose its original purpose and instead become a student assistance program.[9]

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[5] Ontario Council on University Affairs, *Second Annual Report*, 1975-76, p. 24.

[6] *Ibid.*, p. 24.

[7] Ontario Council on Graduate Studies, *The Ontario Graduate Scholarship Response: A Brief Submitted to the Ontario Council on University Affairs*, February, 1985, p. 2.

[8] Ontario Graduate Association, *The Ontario Graduate Scholarship Program: Brief presented to the Ontario Council on University Affairs*, January 21, 1985, p. 3.

[9] Ontario Council on University Affairs, *Seventh Annual Report*, 1980-81, p. 111.

The NSERC and SSHRC scholarship competitions are the most prestigious in Canada. They set the standards for all other Canadian scholarship programs in: the academic eligibility of applicants; the quality of the academic panelists who choose the award-winners; the award-winners themselves and the careers and research which they pursue; and the academic excellence associated with the value of the scholarships awarded. These are standards by which all other graduate scholarship programs must be judged. Any scholarship program should aspire to set its award value at a level which will cover for the award-winner the costs of books, equipment, tuition and other fees, and most living expenses. NSERC and SSHRC have currently set their award values at approximately $11,500 in order to accomplish this. As well, it must be remembered that a scholarship award value should represent an attractive alternative to immediate employment in certain fields.

Any provincial government supporting a graduate scholarship program which hopes to complement federal award programs must take into account the competitive national standards which these programs set. It appears to Council that this has not been the case in Ontario. Other provinces have set their award values at levels higher than Ontario's and closer in value to the federal awards. It is time for Ontario to increase the value of its graduate scholarships significantly if the OGS program is to be truly complementary to the NSERC and SSHRC awards' programs. Council, therefore, favours increasing the OGS award value to its original comparative level of approximately 80% of the averaged values of the NSERC and SSHRC awards.

Another key issue which Council reviewed in detail is the number of OGS awards which should be offered. OCGS argued in its brief that, once the value of the OGS award has been increased substantially, then the number of awards should be increased. Similarly, OGA argued against making a trade-off between the value and the number of awards. They favoured retaining the number of awards at least at their present level of 1,200.

While stating consistently that increasing the value of the award should be the first priority, Council has also drawn Government's attention to the fact that, despite increasing application pressure (a growth of over 45% since 1978-79), the number of awards has not been increased since 1978-79 (see Table III). Therefore, the percentage of applicants receiving awards has declined from 23.8% in 1978-79 to 16.4% for 1985-86.

Table III

Number of OGS Awards
(by category)

	Open	Institutional	Visa/LI[1]	Total
1974-75	850	150	(Quota)[2]	1,000
1975-76	850	150	(Quota)[2]	1,000
1976-77	850	150	(Quota)[2]	1,000
1977-78	850	45	50	945
1978-79	1,105	45	50	1,200
1979-80	1,095	45	60	1,200
1980-81	1,095	45	60	1,200
1981-82	910	40	50	1,000
1982-83	1,095	45	60	1,200
1983-84	1,095	45	60	1,200
1984-85	1,095	45	60	1,200
1985-86	1,095	45	60[3]	1,200

1. LI = Recent Landed Immigrant.
2. Up to 10% of the awards could be allocated to landed immigrants or holders of student visas.
3. Reflecting acceptance of Recommendation 83-4 this category is now restricted only to visa students.

Currently 6.8% of all Ontario-based graduate students receive OGS awards while about 8.5% (roughly 1,500 students) receive NSERC and SSHRC awards. Thus, a greater number of Ontario scholars are supported by the two federal programs than are supported by the province's own awards program. Unfortunately many qualified applicants have to be rejected in both the federal and provincial competitions.

In accordance with attaching the highest priority to an immediate increase in the value of the OGS award, Council is prepared to defer recommending an increase in the number of awards. The provision of 1,200 awards will allow for a basic coverage of disciplines and universities. However, Council intends to continue to review, on an annual basis, what should be the appropriate number of awards offered.

Ontario must signal its commitment to preserving and enhancing excellence at the graduate level, particularly through ensuring that high-quality graduate students are able to pursue their studies within the province. Council believes, therefore, that to meet its first objective for the OGS program it is essential that the award value be increased immediately to its former comparative value of 80% of the NSERC and SSHRC awards. As well, the number of OGS awards must be maintained at least at the present level of 1,200.

2. Institutional Awards

Institutional awards have been a feature of the OGS program since its inception. Originally there were ten awards reserved for each of the 15 universities for a total of 150. This provided for an equitable minimum of award-holders in all institutions. However, in 1976, Council reviewed carefully the principle of retaining institutional awards at all institutions, concluding that:

> Council appreciates that the institutional awards have given all universities a measure of flexibility, not least because they can be made to individuals after the close of open competition. These same awards are particularly valued by the small universities which, in the absence of doctoral programs, consider themselves at a disadvantage in attracting graduate students who hold federal scholarships. Federal eligibility rules generally favour doctoral candidates.
>
> To Council, considerations of flexibility are distinctly secondary to protecting or enhancing the number of awards in the open competition which is central to the identification and reward of academic excellence. Accordingly, Council is disposed to favour the abolition of institutional awards in the ten universities that offer doctoral programs.[10]

Council went on to recommend that the institutional awards' category be maintained only for the five universities which do not have doctoral programs (Brock, Lakehead, Laurentian, Trent and Wilfrid Laurier) with between 9 and 11 awards being made available for each institution. Since then nine per institution have been awarded each year.

At the time that it first recommended restricting the institutional awards to the five universities, Council stated that the case for maintaining the institutional awards' category should be "reviewed in the longer run perspective of graduate program planning but not prejudged by precipitious action at this time."[11] The Selection Board recommended in 1978 that the category of institutional awards be abolished as there was a "complete lack of support on the Board for its continuation".[12] OCGS argued, however, that the category should be retained because: "These awards serve a particular purpose in supporting graduate activities at the smaller institutions."[13] Council, subsequently, in Advisory Memorandum 78-II endorsed the continuation of institutional awards.

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[10] Ontario Council on University Affairs, *Third Annual Report*, 1976-77, A.M. 76-II, p. 21.

[11] *Ibid.*, p. 22.

[12] Report of the Chairman of the Board of Ontario Graduate Scholarships, 1978 Competition, p. 13.

[13] Ontario Council on Graduate Studies, Graduate Planning in Ontario Universities: Brief to the Ontario Council on University Affairs, 1978, p. 20.

Both OCGS and OGA indicated in their recent briefs that the category should be maintained with its present number of awards in order to foster some minimum level of graduate activity and scholarship within smaller universities. However, the Chairman of the Selection Board for the 1985-86 competition, Dr. Reginald Smith, urges in his annual report that the need for the awards and the "selection criteria for including any particular institution" in the institutional awards' category be reviewed.[14]

Institutional awards are tenable, only at the nominating university and award-holders must meet the same criteria as other applicants. Each of the five universities may nominate 9 students (all of whom must be Canadian citizens or permanent residents) for consideration by the Selection Board. If a nominee accepts an institutional nomination, he cannot compete for an award in the open competition. Graduate students at any of the five universities may also apply for awards in the open competition or in the visa student competition. If, for whatever reason, a student does not accept an institutional award, then the university may nominate a substitute who has not been refused an award in the open competition.

Council has reviewed data relating to the institutional award category, which shows that, on average, from 1981-82 to 1984-85, 13 Brock, 10 Lakehead, 9 Laurentian, 9 Trent and 41 Wilfrid Laurier students held OGS awards. It is clear, therefore, that the nine institutional awards per university are vitally important for graduate activities within the first four institutions. The evidence suggests, however, that the institutional award category is no longer a crucial factor in the graduate enterprise at Wilfrid Laurier University.

Council, as indicated above in its second objective for the OGS program, believes that a certain number of awards should be reserved for institutions who require special consideration in order to preserve a minimum number of high-quality graduate students to foster scholarship within their respective graduate studies' enterprises.

3. Visa Student Awards

In 1975 Council stated that the then existing quota of roughly 100 awards for visa students and landed immigrants should be eliminated, and that Canadian citizens and all landed immigrants should compete on an equal basis in the open competition. Council attached, at that time, a higher priority to eliminating what it perceived as discriminatory practices with respect to landed immigrants, than it did to providing awards for visa students. In that visa students subsequently were ruled as being ineligible for any OGS awards, Government partially accepted Council's recommendation; only landed immigrants were eligible for a quota of 100 awards. In Advisory Memorandum 76-II, Council again took the position, supported by briefs from the university community, that visa students should not be eligible to compete in the OGS competition as the matter of visa student assistance of any kind was primarily a responsibility of the federal government. Council also noted that:

> . . . given current discussion of the impact of tuition fee increases on needy foreign students, Council offers the reminder that the over-riding purpose of the Ontario Graduate Scholarship Program is to reward academic excellence as measured by academic achievement. In that foreign student eligibility potentially adds to the level of excellence of the scholarship competition, it is compatible with the purpose of the Program. But the Program is not and should not become a vehicle for awards based on need, whether the recipients be citizens, landed immigrants or foreign students. Recognition of need is the proper objective of student assistance programs. It is not an objective of scholarship programs.[15]

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[14] *Report of the Chairman of the Ontario Graduate Scholarship Selection Board for the 1985-86 Competition*, p. 4.

[15] *Ibid.*, p. 20.

However, the Minister responded by creating a new category of 50 awards for which only recent landed immigrants and visa students could apply. Council responded to this initiative by the Minister by noting in Advisory Memorandum 77-I:

> . . . that the purpose of the Ontario Graduate Scholarship Program is to reward academic excellence, and in that foreign student eligibility potentially adds to the level of excellence of the competition, it is compatible with the purpose of the program.[16]

The following year, on Council's recommendation, the number of awards in the special visa student/recent landed immigrant category was increased to 60. Council consistently recommended thereafter that the category be restricted only to visa students and that all landed immigrants, recent or otherwise, be allowed to compete freely with Canadian citizens in the open competition. Government did not respond positively to this recommendation until 1984 (see recommendations 83-4 and 83-7). Meanwhile the special category of 60 awards became a permanent feature of the program.

OCGS, OGA and Dr. Smith all indicated their very strong support for the principle of allocating graduate scholarships to outstanding visa students. All supported increasing the number of such awards. OCGS suggested that their preference would be for a:

> . . . special scholarship competition for Visa students funded outside the OGS programme with an appropriate number of awards reflecting the proportion of first-class Visa students in the graduate schools.[17]

However, if such a program were not created, then OCGS would favour the continuation of a separate category of awards for visa students within the OGS program with the present number of such awards being maintained.

OGA's preference was for allowing visa students to compete freely in the open competition on an equal basis with Canadian citizens and landed immigrants. However, they eventually adopted a "less radical position" in their brief which would:

> . . . see visa students compete freely in the OGS competition; however, they should be allowed to hold a percentage of awards no greater than the percentage that visa students comprise of the Ontario graduate population. So, as visa students are currently 16.5% of the graduate population, on this scheme after free competition visa students could hold no more than 16.5% of OGS's.[18]

The OGA proposal would mean tripling the number of visa student awards.

Council notes that only Canadian citizens or landed immigrants are eligible to apply for other provincial graduate scholarship programs and that NSERC and SSHRC have a similar restriction. However, the federal government does provide support for approximately 1,400 visa graduate and undergraduate students through bilateral and institutional scholarship programs of the Canadian International Development Agency (CIDA). Roughly half of the CIDA scholarships are awarded to graduate students, with an average of 100 to 150 of these students being in Ontario. In Ontario these scholarships are worth approximately $15,000 for graduate and $9,000 for undergraduate students. (The scholarship values are adjusted to regional circumstances.) The combined number of CIDA and OGS visa student award-holders represents between 6% and 8% of the total graduate visa student enrolment in Ontario. The OGS awards are, therefore, crucial to maintaining a very minimum number of outstanding visa students. For the 1985-86 OGS competition, 8.2% of all visa student applicants were successful in obtaining an award, compared to 17.4% of the applicants who are Canadian citizens or landed immigrants.

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[16] Ontario Council on University Affairs, *Fourth Annual Report*, p. 15.

[17] Ontario Council on Graduate Studies, *Brief*, February 1985, p. 3.

[18] Ontario Graduate Association, *Brief*, January 21, 1985, p. 5.

Council believes that an OGS visa student award category is necessary in order to complement the CIDA program. However, consistent with Council's position regarding the priority it attaches to increasing the value of the OGS award rather than to increasing the number of awards, Council is not prepared to recommend an increase in the visa student awards category at this time. This is also consistent with Council's position as outlined in Advisory Memorandum 83-VII:

> Council appreciates the longstanding desire of the Ontario university community to foster a diversified mix of visa graduate students from many countries, regions and socio-economic backgrounds. Encouraging such diversity helps to fulfill international responsibilities and enhances the graduate experience for foreigners and Canadians alike.
>
> While having recommended the maintenance of existing differential fee levels, Council believes selective assistance should be available to worthy, but also needy visa graduate students to offset high costs which could prevent them from being attracted to Ontario universities. Council does not share the view of COU that this additional assistance should be provided by Government through funds allocated in the form of more Ontario Graduate Scholarships designated solely for foreign graduate students. Instead, it seems appropriate that support should come from and be controlled by the institutions. Also, since the institutions have the most direct insight into the needs of their students, it should be a university prerogative to determine who should be supported and the level of that support.[19]

II. SPECIAL MATTERS

In the course of its review of the OGS program, Council also studied three other particular matters: strategic/targeted awards; master's versus doctoral award values; and administrative aspects of the program.

1. Strategic/Targeted Awards

In response to Council's invitation to comment on setting aside a certain number of awards within the OGS program in order to promote scholarship in particular disciplines rather than simply allocating awards per panel in relation to the number of applications, OCGS and OGA both voiced strong opposition. OCGS stated:

> We are opposed to establishing special categories of award by discipline or field. It is impossible to tell which discipline will be in demand in the future and any attempt to steer students into particular fields by means of the OGS programme would be a mistake.[20]

OGA stated its opposition, but indicated a viable alternative, one which is already utilized to a certain extent in other jurisdictions, such as Quebec, whereby:

> . . . should strategic awards be deemed necessary, these awards should be funded by other government departments and these awards should be in addition to current OGS awards. For example, should there be a projected shortfall of Ph.D.s in agriculture, the Ministry of Agriculture could fund some extra strategic scholarships in the areas it requires.[21]

OCGS did, however, draw to Council's attention one matter which seemed to suggest that some targeting or quotas might be warranted. OCGS pointed out in its brief that the OGS program is particularly crucial for graduate students in the humanities and social sciences:

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19. Ontario Council on University Affairs, *Tenth Annual Report*, 1983-84, pp. 57-58.
20. Ontario Council on Graduate Studies, *Brief*, February, 1985, p. 3.
21. Ontario Graduate Association, *Brief*, January 21, 1985, p. 6.

> . . . we want to emphasize that the OGS programme is virtually the only source of scholarship support for masters students in the humanities and the social sciences. SSHRC offers only 100 special MA scholarships for all of Canada (students from Ontario usually receive about half of these awards). In contrast the scholarship programme of N.S.E.R.C. provides a much larger number of scholarships for students entering masters programmes in the sciences and applied sciences. (In the most recent competition there were 900 scholarships awarded to students entering the first year of graduate study from all Canadian universities).[22]

While the number of SSHRC master's scholarships has remained basically the same since 1974-75, the number of doctoral fellowships has decreased by some 40% to the present level of 1,040 awards. By contrast, NSERC doctoral fellowships have increased by over 56% since 1974-75 to the present level of 2,450 awards. Currently, in the OGS competition, the number of master's and doctoral awards allocated is about evenly split.

Council examined the 1984-85 distribution of OGS awards in order to determine whether there was an equitable and rational distribution of awards among disciplines. It is Council's understanding that each year, after all applications have been received, the Chairman of the Selection Board allocates the number of successful and reversion places to each selection panel based on the number of applicants assigned to that panel. There are currently 95 panels, one for each discipline or field of study, each composed of three members, one of whom acts as chairman. Each panel is responsible for reviewing up to 100 applications. The panels draw up lists of "successful"and "reversion list" candidates. Those on the reversion list are placed in rank order and a certain number are awarded scholarships should certain successful first-round candidates not accept their awards. Each panel follows uniform procedures in assessing candidates.

The eight-member Selection Board, composed of two members representing the Humanities, two representing the Social Sciences, two representing the Biological Sciences and one representative each for Physical and Applied Sciences, is responsible for the overall supervision of the program and for integrating the reversion lists for each of the five major fields of study.

For the 1985-86 OGS competition, which Council understands is generally representative of competition in other years, approximately 58% of all applications for all categories of awards came from students in the Humanities and Social Sciences. In the OGS competition, students in these fields received about 59% of all the scholarships awarded. This represents roughly the proportion of Social Sciences and Humanities graduate students within the total enrolment of graduate students in the province.

The selection process appears, therefore, to be working reasonably well in addressing the particular situation of students in the Humanities and Social Sciences and, therefore, no quotas or other adjustments appear to be warranted at this time.

Manpower planning is extremely complex and the OGS program should not be used in an attempt to fine-tune any particular discipline's output of graduates. However, through other means, such as proposals made by the Commission on the Future Development of the Universities of Ontario for programs and centres of excellence, Government could attempt to intervene in an area of very clearly defined societal need. Council also would draw attention to the proposals outlined in Advisory Memorandum 81-V, *Supply of and Demand for Graduates of Certain Professional Programs in Ontario*, which are still valid today in terms of meeting immediate, defined areas of societal need.

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[22] Ontario Council on Graduate Studies, *Brief*, February 1985, p. 2.

2. Master's Versus Doctoral Award Values

In its brief to Council, OCGS suggested that there be a slight differential between the value of awards to master's and doctoral students, with master's awards being moved to 70% of the value of the federal awards and doctoral awards moved to 80% of the value. This would be in symbolic recognition of the prestige attached to doctoral level work.

Council examined this proposal carefully, but does not see merit in introducing such a differential. As the opportunities for other support for master's students, particularly for those in the social sciences and humanities, are often quite limited it would appear to be appropriate to maintain the same award value as for doctoral students. Council also notes that there is little or no differential between the value of master's and doctoral awards within the federal scholarship programs. Council is, therefore, not prepared to endorse a differential value between awards in the OGS program.

3. Administrative Aspects

With regard to administrative matters relating to the OGS program, Council was particularly interested in receiving comments on the $2,500 limit for the holding of concurrent awards and the ten-hour per week work limit. In each case, OCGS and OGA argued strongly for the retention of the limits. Given the relatively restricted number of prestigious provincial and federal scholarships which are available, Council is willing to accept that at this time the $2,500 limitation should remain in effect.

With respect to the ten-hour per week work limitation, Council notes that the Ministry's *Operating Formula Manual* currently states that a full-time graduate student claimed by a university for formula funding support must:

> . . . not be regularly employed, save in most exceptional circumstances, on other work or by the university for more than an average of ten hours per week for any term during which he or she is registered as a full-time graduate student. If the student is employed as a teaching fellow or demonstrator, the ten hours per week should represent the total time spent by the student in connection with the appointment — including preparation, marking examinations etc.[23]

OGA has recommended for several years that this restriction be changed to allow for 15 or 20 hours per week of work to allow greater remuneration for some graduate students.

Council was asked by the Minister on November 9, 1983 to consider this proposal and recommend upon its viability. Council met at that time with representatives of OGA and reviewed a brief which the association had submitted on this matter. Council's position was subsequently communicated to the Minister through a letter from the Chairman of Council:

> Information available to Council suggests that an increase in the permissible number of hours of employment would be of little benefit to students. The limiting factor in remuneration of graduate teaching assistants is the amount of money available to the universities and the resultant number of positions which may be offered, and not the number of hours full-time graduate students are permitted to work.[24]

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[23] Ministry of Colleges and Universities, *The Ontario Operating Formula Manual*, September, 1984, Section III. 2.1(b)(vi), p. 51.

[24] Ontario Council on University Affairs, *Third Annual Report*, 1976-77, p. 23.

In 1984, OGA again discussed the work limitation with the Minister and the Minister again suggested to Council that it review the policy (letter of October 2, 1984), and specifically consider the "option of revising the *Operating Formula Manual* to restrict the 10-hour limit to on-campus employment only". As the ten-hour limit was first addressed by Council as part of an advisory memorandum on the OGS program (Advisory Memorandum 76-II), Council agreed to study the Minister's suggestions as part of its overall review of the OGS program. In Advisory Memorandum 76-II, Council took the position that:

> . . . any duties as part-time research assistants, teaching assistants or demonstrators should not exceed the maximum of ten hours per week that applies to all full-time students.[25]

This position was embodied in Recommendation 76-6 which was approved by the Minister.

As part of this current review of the OGS program, OGA submitted a brief on the ten-hour work limitation. The brief represents a significant reversal of OGA's previously held position with respect to the limitation. OGA now believes that a limit of ten hours per week:

> . . . provides a protection for graduate students and allows them to devote sufficient time to their studies. It is felt that an increase in the number of hours we could work would decrease the onus on government to provide a sufficient level of funding for graduate students, and similarly decrease the onus on universities to pay adequate rates for the work teaching assistants now do. Our members feel that expecting graduate students to work more hours, with a consequent detrimental effect on our studies, rather than to expect the government and universities to fund adequately is a retrograde step.
>
> It has also been pointed out that an increase in hours would adversely affect foreign students as they are unable to compete for work not directly related to their studies. Finally, it is felt that such a move may result in a decrease in the number of available teaching assistantships.[26]

OCGS, in a letter to the Chairman of Council, reaffirmed its long-standing opposition to relaxing the ten-hour per week limitation by stating:

> The members of Council see this restriction as an important factor in maintaining the academic integrity of full-time graduate study. If students were allowed to work longer hours in paid employment not related to their thesis research, they would be less likely to be able to maintain their academic standing. While it might be argued that the better students would probably be able to carry the extra load, their academic progress would almost certainly suffer. Students of lesser ability would likely find themselves in trouble and could easily jeopardize their standing in the programme.
>
> The present restriction sends a clear message that being a full-time graduate student requires full-time effort to maintain satisfactory academic progress.[27]

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[25] Letter from Mrs. Marnie Paikin, to the Honourable Bette Stephenson, December 13, 1983.

[27] Ontario Graduate Association, *The 10-Hour Work Week: Brief presented to Ontario Council on University Affairs*, January 21, 1985, p. 2.

[27] Letter from Dr. L.A.K. Watt to Mrs. Marnie Paikin, January 15, 1985.

The OGA and OCGS positions are now virtually identical and coincide with Council's position. Council sees no reason to change its present stance on this matter as outlined in the letter of December 13, 1983 from the Chairman of Council to the Minister. Council recognizes that off-campus employment by graduate students may be difficult for universities to monitor, but concurs with OCGS that being a "full-time graduate student requires full-time effort". Students who choose to work beyond the ten-hour limit should properly be viewed as part-time students, whether this work is on-campus or not. However, in "exceptional circumstances", universities can exempt students from the ten-hour rule.

In their brief, OGA argues that "exceptional circumstances" should be elaborated upon. Council does not share this view. The degree of flexibility for students, supervising faculty and departments which is available in the current wording in the *Manual* should be preserved. OGA also argued that greater publicity should be given to this provision in the *Manual*. Council is sympathetic to this argument and accepts OGA's contention that publicizing and administering this regulation varies throughout the system. Council believes, though, that this is a matter which should be worked out between OGA and OCGS.

OGA also urged that those applicants not given an award be supplied with more detailed reasons as to why they were unsuccessful in the competition. Currently, unsuccessful applicants are simply told that it is not possible to offer them a scholarship. OGA is particularly interested in having a student's departmental ranking and letters of reference made public. While individual departments or professors could, if they so wished, release this information to students, Council does not believe that it is the responsibility of the Selection Board to do so. Confidentiality is vital to the integrity of any scholarship competition and should be scrupulously maintained.

In summary, after a review of the administrative aspects of the OGS program, Council believes that no changes are warranted at this time.

III. ONTARIO GRADUATE SCHOLARSHIP PROGRAM, 1986-87

Consistent with the objectives which it has adopted, Council now offers its annual advice on the Ontario Graduate Scholarship Program for 1986-87.

1. Scholarship Award Value

As indicated earlier in this memorandum, Council believes that the award value should be increased to approximately 80% of the averaged 1985-86 values of the NSERC and SSHRC awards, with an inflation factor of 4.6% for 1986-87, bringing the value to $9,600.

Accordingly, Council *recommends to the Minister:*

OCUA 85-21
ONTARIO GRADUATE SCHOLARSHIP AWARDS 1986-87

THAT, in 1986-87, Ontario Graduate Scholarships carry a minimum stipend value of $9,600, or $3,200 per term.

This represents a 31.4% increase in the value of the award. Though it is a substantial increase in one year, it is absolutely necessary if the OGS program is to be viewed again as a prestigious scholarship program capable of attracting and retaining the highest calibre of graduate students.

2. Number of Stipends

Council believes that at least 1,200 awards should be made available for the 1986-87 program. This will allow for a basic distibution of awards among all disciplines and universities.

Accordingly, Council *recommends to the Minister:*

OCUA 85-22
NUMBER OF ONTARIO GRADUATE SCHOLARSHIPS 1986-87

THAT, in 1986-87, at least 1,200 Ontario Graduate Scholarships be made available for:

a) open competition;
b) institutional awards; and
c) visa students.

3. Institutional Awards

Council believes that a certain number of institutional awards should be set aside in 1986-87 for the following universities: Brock, Lakehead, Laurentian and Trent. As indicated above, Wilfrid Laurier University does not appear to require assistance in maintaining a core of outstanding graduate scholars since the university's students are able to attain approximately 30 awards in the open competition. This compares favourably with several larger universities.

Council favours increasing slightly the number of institutional awards per institution, restoring them to the 1975 level of 10 awards per institution.

Accordingly, Council *recommends to the Minister:*

OCUA 85-23
INSTITUTIONAL AWARDS

THAT 40 scholarships (10 per university) be deemed institutional awards in 1986-87 for the following universities: Brock, Lakehead, Laurentian, and Trent.

4. Visa Students

Council also believes that a certain number of awards should be set aside in 1986-87 for outstanding visa students. Accordingly, Council *recommends to the Minister:*

OCUA 85-24
ONTARIO GRADUATE SCHOLARSHIPS TO PERSONS ON STUDENT VISAS

THAT 60 scholarships be reserved for persons who at the time of application are student visa-holders.

The effect of Recommendations 85-23 and 85-24 would mean that 1,100 awards would be made available within the open competition.

CONCLUSION

The OGS program is a vital component of Government's attempts to promote quality and excellence at the highest levels of academic endeavour within the Ontario university system. The OGS program must be restored to its original level of prestige, importance and effectiveness. Council is convinced that the recommendations in this memorandum will bring about this much needed and long overdue restoration.

M. Paikin
Chairman

September 19, 1985

85-VII University Excellence Fund

On October 17, 1985, the Minister of Colleges and Universities announced to the Legislature the establishment of the University Excellence Fund which will provide an extra $50 million in special grants to the universities and related institutions in 1986-87. The Minister indicated that the fund would provide for the enhancement of quality in both teaching and research and would involve three major components: Faculty Renewal ($10 million); Research Leadership ($15 million); and Library Enhancement and Instructional Equipment ($25 million). In a subsequent letter to the Chairman of Council the Minister provided more details about these components of the University Excellence Fund and also requested Council's advice with respect to certain aspects of the fund.[1]

In this memorandum, Council offers advice on the three components of the University Excellence Fund related to distribution, eligibility criteria, time-frame, and accountability mechanisms. Before outlining its recommendations on each of the components, Council makes some comments as to the overall nature of this fund.

Council is concerned about the apparent one-time nature of the University Excellence Fund. The need for enhancing the quality of instruction and research in Ontario universities is critical. A one-time infusion of funds will not make a lasting impact on university quality. Multi-year commitments are particularly crucial for effective Research Leadership and Faculty Renewal programs. *Council urges the Minister to ensure that the program is extended beyond 1986-87 so that the serious and worthwhile objectives of the Fund can be addressed in a more meaningful way.*

Council believes that it is imperative that the fund be structured in such a manner as to maximize its impact on the quality of instruction and research in Ontario universities. Given the limitations of a single-year commitment, this can best be achieved through mechanisms which emphasize objectivity in allocating the funds, and flexibility and accountability in the use of the funds.

Council believes that for each component of the University Excellence Fund an objective allocative mechanism should be established by which each institution's allocation is determined. These mechanisms should provide equitable allocation, be simple to use, understandable and practical to implement. Given the size of funds available for allocation for one year only, it would be inappropriate to put in place a costly, elaborate and time consuming mechanism, such as a project by project evaluation, for determining the allocation of these funds. If, however, such a fund is repeated in future years, it would be advisable to consider more evaluative allocative mechanisms to replace the ones recommended for 1986-87.

In their submissions to Council, the Council of Ontario Universities (COU) and several institutions emphasized the need for flexibility in the eligibility criteria for expenditures in each component of the University Excellence Fund. Their arguments are persuasive. Council believes that the maximum impact on the quality of instruction and research can be achieved by using broad definitions of eligible expenditures and by providing flexible time-horizons for making these expenditures. For example, in the case of the Library Enhancement and Instructional Equipment component of the Fund, there is little point in providing funds for the acquisition of new library books and periodicals if an institution does not have the funds available to shelve, catalogue and provide access to the newly acquired volumes. Similarly, there is little use in providing funds for the purchase of instructional microcomputers if there are insufficient resources to set them up in a microcomputer laboratory. Under the Faculty Renewal component of the Fund it would be inappropriate to restrict financing to the addition of faculty for an institution that has neither the space available to house these faculty nor a need for more faculty. The quality of instruction and research by the faculty of an institution may well be better served by altering the existing complement through early retirements and buy-out arrangements or by providing for professional development and upgrading. A reasonably flexible approach to the use of funds is more likely to ensure that appropriate initiatives for quality enhancement are implemented.

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[1] Letter from the Honourable Greg Sorbara, Minister of Colleges and Universities, to Mrs. M. Parkin, October 25, 1985.

Similarly, it is important to allow for flexibility in the time-horizon of expenditures under the Fund. Limiting the expenditure of grants allocated to the fiscal year 1986-87 may simplify the accounting associated with the Fund, however, it will also limit the effectiveness of the use of the grants. For example, if the Faculty Renewal portion of the Fund is non-recurring in nature, little, if any, meaningful enhancement of the quality of instruction and research can be achieved by spending the funds available within the fiscal year 1986-87. It would be much more prudent to allow institutions to limit their "up-front" expenditures on faculty and sustain their quality enhancements over a longer period of time. At the very least, on practical grounds, the time-horizon will have to be extended beyond the fiscal year in order to account for the two-month overlap between the faculty contract year and the fiscal year common at most institutions.

While Council is convinced of the need for flexibility in expenditure under the Fund, there are limits to the degree of flexibility required to reach Government's objective of enhanced quality. The grants allocated should not be transferable among the various components of the University Excellence Fund. An exception to this should be allowed in the case of an institution whose entitlement is less than $20,000 in any one component of the Fund. In such a case, the institution should be permitted to combine the amount allocated with its entitlement in another component to create a more substantial allocation for enhancement.

The grants from the Fund should not be considered to be normal operating grants or additional grants to supplement normal operating income. They should be clearly identifiable for specific quality enhancement purposes not otherwise available to the institution. With the high degree of flexibility envisioned by Council, institutions should not have the problem of these additional expenditures creating a drain on resources in other areas of the institution.

Council believes that a relatively high degree of flexibility in the use of funds creates a corresponding need for accountability. Government must be assured that the funds are being used appropriately and that these expenditures are enhancing instructional and research quality. Hence, Council suggests that appropriate accountability mechanisms be put in place to assure Government that its objectives are being met by the expenditures undertaken. However, these mechanisms should not be too time-consuming or onerous in nature.

In the following sections, Council responds directly to the Minister's request for advice on specific components of the University Excellence Fund.

Library Enhancement and Student Equipment

The Minister of Colleges and Universities indicated to the Chairman of Council that:

> The LIBRARY ENHANCEMENT AND STUDENT EQUIPMENT component of the fund will provide $25,000,000 to assist the institutions in the acquisition of library reference materials and equipment and urgently required teaching aids, computers, laboratory and scientific equipment for instructional purposes. Each institution's entitlement will be based on its 1985-86 enrolment as measured by its Basic Income Units (weighted enrolment). I would request that the council advise me if, in its opinion, special criteria should be used in assessing institutional submissions with respect to this component of the UNIVERSITY EXCELLENCE FUND.[2]

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[2] *Ibid.*, p. 3.

While some institutions suggested alternative methods of allocation, Council is not persuaded by these arguments. Therefore, this component of the Fund should be *allocated according to each institution's share of 1985-86 enrolment, measured by its Basic Income Units (weighted enrolment)* as indicated by the Minister.

In responding to the Minister's specific request for advice on the need for "special criteria" Council identifies two areas of concern: eligible expenditures and accountability mechanisms.

The eligible expenditures indicated by the Minister (library reference materials and equipment and urgently required teaching aids, computers, laboratory and scientific equipment for instructional purposes) are narrowly focused in providing only for the direct costs of these acquisitions. This approach is similar to the allocation of previous library and equipment funds. However, with the increased size of this fund over previous funds, it will be difficult for institutions to cover the indirect costs of installing and providing access to the newly acquired library acquisitions and equipment. Council recommends that greater flexibility in the use of grants provided under this component of the Fund be allowed.

The following costs should be *eligible for funding under the Library Enhancement and Student Equipment component of the University Excellence Fund:*

Student Equipment
— the costs of teaching aids, computers, laboratory and scientific equipment for instructional purposes;
— one-time installation costs such as cabling for microcomputer laboratories;
— directly related renovation and alteration costs to reconfigure or adapt the existing physical plant to accommodate the new equipment; and
— the cost of purchasing supplies related to the new equipment such as computer software.

Library Enhancement
— the costs of purchasing library reference materials and equipment;
— the cost of shelving the new books and periodicals;
— the cost of cataloguing new acquisitions; and
— the cost of renovations and alterations directly related to adapting the physical plant to provide access to these acquisitions.

In their submissions to Council, some institutions suggested that the on-going operating costs associated with these enhancements should also be eligible for funding from this component of the Fund. Council believes that it would be inappropriate for these expenses to be funded by the University Excellence Fund. The recurring nature of such costs requires a financial commitment from the institutions that they must be prepared to accept at the outset.

It is Council's opinion that *for accountability purposes, both "pre-audit" and "post-audit" evaluations are required*. Prior to the allocation of grants, institutions should be required to submit to the Minister an outline of the proposed uses of their allocation under this component of the Fund. The submission should be broad in nature, project-oriented (rather than line-by-line), and should outline the types of expenditures to be undertaken, confirm that the expenditures meet the eligibility criteria, and indicate the anticipated impact on enhancing the quality of instruction. Such submissions should allow the Minister to verify that the expenditures meet the eligibility criteria, and to assess the effectiveness of the Fund at an early date. The institutions' actions will in effect help to reinforce the case for future funding.

Council feels that a minimum of follow-up should be required for this portion of the Fund. Any institution whose 1986-87 operating expenditures on library acquisitions, equipment and furniture (as indicated by COFO-UO reports) exceed its average for the past four years (adjusted by increases in operating grants) and net of special grants, should not be required to submit further accounting of expenditures. Any institution which does not meet this criterion should be expected to submit whatever information the Minister considers necessary to satisfy the need for accountability of public funds.

Research Leadership

The Minister indicated to the Chairman of Council that:

> The RESEARCH LEADERSHIP component of the fund will provide $15,000,000 in 1986-87 to enhance the research resources of the universities. It will be used to assist in the acquisition of research equipment, specialized experimental facilities and highly skilled technical and professional research support staff. In recognition of the current research specialization and strengths within the system, a university's entitlement should reflect its current level of sponsored research activity.
>
> I would appreciate receiving the council's advice with respect to an appropriate formula, which reflects sponsored research activities, for determining each university's entitlement. I would also request the council's advice on how universities should report on the utilization of resources provided pursuant to this component of the fund.[3]

Council also received from COU and various institutions a wide variety of suggestions on the appropriate allocative mechanism for the Research Leadership component of the Fund. Council has reviewed these submissions in the light of the Minister's stated desire that the distributive mechanism should reflect current levels of sponsored research activity. COU has recommended to Council that for 1986-87 this component of the Fund be allocated by use of a formula based on each institution's cumulative record of research grants over the past three years from the three major federal research granting agencies — the Social Sciences and Humanities Research Council (SSHRC), the Medical Research Council (MRC) and the Natural Sciences and Engineering Research Council (NSERC). Some of the institutional submissions received by Council suggest that the COU recommended mechanism is lacking in some way and propose alternatives to overcome these deficiencies. The criticisms include: not enough recognition of health sciences related sponsored research, too much health sciences weighting, insufficient recognition of social science and humanities research, insufficient provision for smaller institutions, and not enough breadth in coverage of existing sponsored research expenditures.

Council recognizes that by using only the sponsored research funding of NSERC, SSHRC and MRC the sponsored research funded by other agencies of governments, private foundations and corporations is ignored. However, Council agrees with COU that the sponsored research grants from the major federal granting agencies are the best basis for this allocation. Their chief virtue is that they implicitly incorporate an element of quality appraisal by virtue of their highly respected and widely recognized peer-adjudicated review systems. Council also acknowledges that there are some shortcomings with this approach, however, for 1986-87, Council believes that this allocative mechanism will provide an equitable allocation of research funds and have the greatest possible impact on improving research quality. Therefore, Council *recommends that the Research Leadership component of the University Excellence Fund be allocated according to each institution's share of the aggregate of peer-adjudicated research grants allocated by NSERC, MRC and SSHRC for the years 1982-83, 1983-84 and 1984-85.*

The Minister indicated that grants allocated under this component of the Fund will be used to *assist in the acquisition of research equipment, specialized experimental facilities and highly skilled technical and professional research support staff*. Council believes that this provides for relatively flexible use of these funds and is consistent with the concerns outlined above and, therefore, does not see the need for additional criteria.

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[3] *Ibid.*, p. 3.

Similar to the approach under the Library Enhancement and Student Equipment component of the Fund, a *two-staged reporting approach should be required*. Prior to the allocation of grants, institutions should submit a broad outline which indicates where they plan to spend their grant and how they anticipate it will enhance the research resources of the institution and improve the quality of research. Unlike the Library Enhancement and Student Equipment component of the Fund where Council foresees no problems being encountered by institutions in spending their allocated funds by the end of the fiscal year, universities may not be able to make the best use of all the resources allocated under this component of the Fund during the year 1986-87. There may be problems with overlapping contract years for highly skilled technical and professional research support staff hired. Universities should indicate prior to receipt of the grants if they foresee any need to delay expenditures beyond 1986-87 into the next fiscal year.

The universities receiving grants under this component of the Fund should be expected to submit whatever information the Minister considers necessary to satisfy the need for accountability of public funds. Such reporting requirements should be designed to verify that actual expenditures followed closely the plans indicated on the initial grant submission.

In its brief to Council, COU suggested that research leadership cannot effectively be addressed by one-time expenditures and that a multi-year commitment is necessary. Council concurs with this viewpoint. It is difficult to provide any meaningful impact on research quality with a one-time program. It will be difficult to attract and retain highly qualified technical and professional support staff with a short-term program. Research improvement requires a sustained initiative over several years.

Faculty Renewal

The Minister indicated to the Chairman of Council that:

> The FACULTY RENEWAL component of the fund has been established in recognition of the need for an infusion of new younger faculty into our institutions. The government has allocated $10 million for this program in 1986-87. The introduction of new faculty should improve the percentage of women faculty while at the same time, increase the opportunities for young Canadian scholars. I am asking the council to advise on the structure and duration of the program.[4]

In Council's view, the most critical aspect of the Faculty Renewal component of the Fund is its duration. True faculty renewal cannot be undertaken under a one-year program. A single-year program cannot effectively address the need identified by the Minister for an infusion of new young faculty and an improvement in the proportion of women faculty in Ontario universities. For a Faculty Renewal program to be effective it must support the commitment to future employment made to new faculty appointed in 1986-87. Supporting salaries for only one year may exacerbate faculty problems, leaving institutions and individual faculty members in the difficult position of having no income to support their continued employment.

To have any meaningful impact in providing opportunities for new young scholars and women faculty a Faculty Renewal program must, in part, be looked upon as a bridging program providing funds to support additional faculty until their appointments become self-financing through the retirements of senior faculty. To achieve the objectives outlined by the Minister, a five-year commitment should be provided. Institutions should be expected to have made appropriate adjustments to operating expenditures to assume the costs of these faculty through their normal operating revenue by the end of this period. This five-year commitment relates only to the maintenance of 1986-87 appointments and, if further appointments are to be undertaken to meet the Minister's goals, additional commitments of funding with similar five-year time spans are required.

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[4] *Ibid.*, p. 3.

While Council *recommends that funding of the Faculty Renewal component be committed for a period of five years,* it recognizes that, at the present time, there is a commitment only for 1986-87. Recommendations on the structure of the program must be made in light of this situation.

With these considerations in mind, Council has reviewed a number of distributive mechanisms suggested by COU and several institutions. The main point of departure for most of these submissions was the use of either the number of full-time faculty in the academic ranks of each institution, or the salaries and wages paid faculty as the basis for allocation. Council favours a distribution based on faculty numbers, rather than on the salary levels paid these faculty. It believes that the need for faculty renewal is not correlated with the salary level of faculty, but rather in relation to the size of the faculty complement found in each institution. Therefore, Council *recommends that for 1986-87 the Faculty Renewal component of the University Excellence Fund be distributed on the basis of the average number of regular full-time faculty employed at each institution for the years 1982-83, 1983-84 and 1984-85.*

If additional commitments are made to repeat the program in subsequent years, Council believes that the method of allocation should be reviewed. A different basis for distribution may be able to enhance the longer-term effectiveness of the program. However, for the current $10 million commitment, the gains from such an approach would likely be marginal and the related administrative costs substantial.

As indicated above, Council believes that the objective of increasing the number of new younger faculty and increasing the proportion of women faculty is too narrowly focused. The faculty renewal needs of each institution vary considerably. For an institution to receive maximum benefit from this component of the Fund, and for Government to achieve the maximum impact on the quality of instruction and research at each institution, the concept of faculty renewal should be more broadly defined.

Council *recommends that the following expenditures should be eligible for support under the Faculty Renewal component of the University Excellence Fund:*

— hiring currently untenured, new younger faculty and women faculty;

— transfering existing faculty on part-time and limited-term appointments to full-time tenure-track appointments;

— altering the existing faculty complement through buy-out arrangements or early retirements to replace senior faculty with new appointments; and

— providing for professional development and upgrading in addition to that normally undertaken by the institution involved.

If Government makes a multi-year commitment to support the hiring of new younger faculty and women faculty, then Council foresees little need for significantly extending the eligible time-period for expenditures of these grants beyond the 1986-87 fiscal year. It will likely have to be extended by only a few months to match contract years. However, if there is no multi-year commitment forthcoming, a provision for greater flexibility in the time-frame for spending these grants is necessary. Council must reiterate its concern that the impact of a faculty renewal fund is severely diminished if it does not include a multi-year commitment. The number of hirings and the subsequent impact on the uneven distribution of faculty ages and the underrepresentation of women faculty will be curtailed.

In the event that multi-year funding commitments are not confirmed, Council *recommends that institutions be allocated their entitlements in 1986-87 and be allowed to extend the spending of these grants into subsequent years.* Institutions should set up a designated fund for faculty renewal in 1986-87. They should be allowed to draw from that fund for two years for payment of specified faculty buy-outs, early retirements or faculty development. In addition, institutions should be allowed to draw from that fund for up to five years for payment of salaries for new young faculty, new women faculty and faculty transferred from part-time and limited-term appointments to tenure-track appointments. In this way, the institutions' risk in taking on commitments they cannot afford will be substantially reduced and they will be able to make a meaningful commitment to the newly hired faculty. If funds become available in subsequent years that are not part of a multi-year commitment they should be treated in the same manner. Commitments incurred in the initial year of the new infusion of funding should be supported by those funds in subsequent years (to the limits indicated above).

Under such an approach, safeguards for the accountability of public funds will be very important. Council *recommends that each institution be required to establish a separate identifiable fund for the grants allocated*. Prior to the allocation of grants in 1986-87, institutions must indicate to the Minister the type, size and time-frame or cash-flow of their planned expenditures in each year. This would include, for example, an indication of the number of new faculty hired and the salary and benefits expenditures planned for each of the five years eligible under this program. Similarly, planned expenditures on faculty buy-outs, early retirements and faculty development would be outlined for each year of expenditure. Institutions will be expected to have used their entire entitlement (including accumulated interest) for faculty renewal by the end of the five-year period.

As a second phase in the accountability process, each institution should be required to report to the Minister at the end of each fiscal year on the expenditures made from its special Faculty Renewal Fund. These expenditures should closely mirror those planned at the outset of the program in 1986-87 and deviations should be justified.

Conclusion

Council believes that with the approach and the safeguards outlined above, the University Excellence Fund can be an important first step in having a meaningful impact on the quality of instruction and research in Ontario universities.

Accordingly, Council *recommends to the Minister:*

OCUA 85-25
UNIVERSITY EXCELLENCE FUND

THAT the University Excellence Fund be structured in accordance with the considerations set out in this Memorandum.

Table I indicates the allocation of grants by institution based on the recommendations contained in this memorandum.

M. Paikin
Chairman

January 24, 1986

Table I

Distribution of Grants Generated by Recommendations in Advisory Memorandum 85-VII University Excellence Fund

	Library Enhancement and Student Equipment		Research Leadership		Faculty Renewal	
	($ 000)	Proportion of Fund	($ 000)	Proportion of Fund	($ 000)	Proportion of Fund
BROCK	608	2.4%	94	0.6%	183	1.8%
CARLETON	1,297	5.2%	577	3.8%	475	4.8%
GUELPH	1,436	5.7%	1,003	6.7%	595	5.9%
LAKEHEAD	435	1.7%	93	0.6%	196	2.0%
LAURENTIAN	439	1.8%	47	0.3%	213	2.1%
ALGOMA	21	0.1%	0	0.0%	19*	0.2%
LAURENTIAN (ALGOMA)	16*	0.1%	0	0.0%	0	0.0%
NIPISSING	73	0.3%	0	0.0%	30	0.3%
LAURENTIAN (NIPISSING)	30	0.1%	0	0.0%	0	0.0%
HEARST	4*	0.0%	0	0.0%	8*	0.1%
LAURENTIAN (HEARST)	7*	0.0%	0	0.0%	0	0.0%
McMASTER	1,551	6.2%	1,736	11.6%	745	7.4%
OTTAWA	1,904	7.6%	875	5.8%	798	8.0%
QUEEN'S	1,659	6.6%	1,259	8.4%	720	7.2%
TORONTO	5,103	20.4%	5,360	35.7%	2,088	20.9%
TRENT	326	1.3%	58	0.4%	139	1.4%
WATERLOO	1,921	7.7%	1,406	9.4%	627	6.3%
WESTERN	2,457	9.8%	1,638	10.9%	1,140	11.4%
WILFRID LAURIER	555	2.2%	26	0.2%	177	1.8%
WINDSOR	960	3.8%	278	1.9%	387	3.9%
YORK	2,674	10.7%	493	3.3%	807	8.1%
OISE	306	1.2%	57	0.4%	107	1.1%
RYERSON	1,045	4.2%	N/A	N/A	504	5.0%
OCA**	168	0.7%	0	0.0%	23	0.2%
DOMINICAN	5*	0.0%	0	0.0%	19*	0.2%
TOTAL	25,000	100.0%	15,000	100.0%	10,000	100.0%

* This amount may be combined with another component of the Excellence Fund.

**Due to the unavailability of 1985-86 enrolment data for OCA the institution's 1984-85 BIU's are used to calculate its proportion of the Library Enhancement and Student Equipment Fund.

NOTE: Library Enhancement and Student Equipment allocations are calculated using preliminary 1985-86 BIU data. Final BIU counts may alter grant amounts slightly.

85-VIII The Allocation of the Government's Operating Support for the University System in 1986-87

The Minister of Colleges and Universities informed Council on October 25, 1985 that, for 1986-87, a maximum of $1,293.76 million in operating grants will be made available for the university system. Of this amount, $1,288.47 million is available for Council's basic funding objectives and the grant-in-aid for the Bar Admission Course. The final $5.29 million is retained by the Ministry of Colleges and Universities for line budget items. At the same time, the Minister provided further details about the University Excellence Fund announced to the Legislature on October 17, 1985, which makes available $25 million for Library Enhancement and Instructional Equipment, $15 million for Research Leadership and $10 million for Faculty Renewal (see Advisory Memorandum 85-VII for Council's advice concerning the allocation of the University Excellence Fund).

In addition to the operating grants and University Excellence Fund announcements, the Minister announced that "formula fee rates for all students in Ontario universities, Ryerson Polytechnical Institute, the Ontario College of Art, and related institutions will increase by only 4% in 1986-87".[1] These policies apply to both domestic and visa students. By applying the increase in formula fee rates to Council's estimate of 1986-87 total student enrolment (an estimated 0.5% decrease as indicated in Advisory Memorandum 85-IV), an estimated $10.0 million in additional formula fee revenue is yielded.

Based on the above estimate of the increase in formula fee revenue and the estimated 0.5% decrease in enrolment, total grant and fee revenue accruing to the university system in 1986-87 is expected to be $1,611.9 million. This represents a 3.9% or $60.5 million increase over 1985-86.The estimated total revenue available for Council's basic funding objectives in 1986-87, including the $1,288.47 million in operating grants designated for this purpose and the estimated $10.0 million from the formula fee rate increase, falls $74.3 million short of Council's basic funding objectives. The estimated total revenue available to the university system in 1986-87 for operating expenditures for which Council makes recommendations, including the $25 million Library Enhancement and Student Equipment component of the University Excellence Fund, falls $60.1 million short of Council's total recommendation for operating support of $1,754.3 million ($1,743.5 million for basic funding objectives; $0.8 million for the grant-in-aid for the Bar Admission Course; and $10.0 million for quality restoration of equipment and library). The shortfall cannot help but continue the deterioration in quality and services provided.

The Minister also announced that Government had rejected the allocation mechanism proposed by the Commission on the Future Development of the Universities of Ontario and asked for Council's advice on the appropriate allocative mechanism for 1986-87. At the same time he requested Council's advice on the long-term solution to the formula issue. After receiving submissions from several institutions, the Chairman of Council wrote to the Minister indicating Council's belief that it was neither possible nor prudent to put a new long-term formula in place for 1986-87, and that it was important to indicate the formula allocation mechanism to be used for 1986-87 as soon as possible in order to help facilitate the budgetary process at each institution. The Chairman then indicated:

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[1] Letter from the Honourable G. Sorbara, Minister of Colleges and Universities, to Mrs. M. Paikin, October 25, 1985.

> Council, therefore, recommends that the interim operating grants formula in place for 1984-85 and 1985-86 continue for 1986-87, but that it be modified to reduce the dispersion in grant increase and provide each institution with a minimum 3.5% operating grant increase. This should be achieved by reducing the operating grant increases of those institutions receiving more than a 4% increase in grants under the current interim formula and increasing the operating grant increase for those institutions which receive less than a 3.5% increase to the 3.5% level. In effect, this approach leaves those institutions whose grants increase between 3.5% and 4.0% unaffected by the floor adjustment.[2]

The Minister responded on December 10, 1985, stating:

> I am pleased to inform you that I have accepted the advice of the Council concerning an interim formula for the distribution of 1986-87 operating grants, as contained in your letter of November 27, 1985.[3]

Council provides further details on the 1986-87 operating grants allocative mechanism below.

In this memorandum, Council presents its advice on the distribution of the $1,288.47 million that has been made available for Council's 1986-87 operating grant allocation. This advice includes recommendations on the allocation of differentiation grants, Northern Ontario grants, bilingualism grants, grant-in-aid for the Bar Admission course, and a provision for final enrolment adjustment. It also contains advice on the distribution of the funds remaining after the above allocations according to the formula as announced by the Minister on December 10, 1985.

Differentiation Grants

Council's Advisory Memorandum 80-VI established differentiation grants as a new category of extra-formula funding intended to assist institutions which accept a clearly differentiated role, demonstrate their intention to pursue their academic strengths efficiently and effectively, and require special funding to do so. Trent University is the only institution to have received a differentiation grant. Over the past four years, Trent has been awarded differentiation grants: in recognition of its continued efforts to solidify its differentiated role as the only institution in the Ontario university system engaged almost exclusively in undergraduate Arts and Science education; in approval of its realignment of its limited graduate offerings to complement its academic strengths; and in acknowledgement of its improved management of resources and expenditures.

In its most recent progress report to Council, Trent demonstrated to Council's satisfaction continuing implementation of the fiscal principles which it has adopted with regard to deficit reduction. Council believes that Trent can eliminate its cumulative operating fund deficit in 1986-87 and wishes to indicate to Trent that it expects the university to do so. Trent's ongoing progress towards consolidating its role as a predominantly undergraduate liberal Arts and Science university continues to meet with Council's approval. Council notes that Trent will have successfully phased out enrolments in its master's programs in Physics, Chemistry and History by the end of 1985-86.

Council wishes to reaffirm its position that the recommended level of any future differentiation grant be determined as a result of a review of the existing circumstances of an institution.

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[2] Letter from Mrs. M. Paikin to the Honourable G. Sorbara, Minister of Colleges and Universities, November 27, 1985, p. 2.

[3] Letter from the Honourable G. Sorbara, Minister of Colleges and Universities, to Mrs. M. Paikin, December 10, 1985.

Accordingly, Council *recommends to the Minister:*

OCUA 85-26
DIFFERENTIATION GRANT FOR TRENT UNIVERSITY 1986-87

THAT a differentiation grant of $1,500,000 be made to Trent University in 1986-87.

Northern Ontario Grants

For 1986-87, the value of the Northern Ontario grants for Lakehead and Laurentian universities, and Laurentian's affiliated colleges, is calculated according to the "mini-formulae" outlined in Advisory Memorandum 75-VII. On the basis of those formulae, each grant is determined with reference to the prior year's Basic Operating Income of each institution. Accordingly, Council *recommends to the Minister:*

OCUA 85-27
NORTHERN ONTARIO GRANTS 1986-87

THAT Northern Ontario grants in 1986-87 be made in the following amounts:

Lakehead	$2,598,000
Laurentian	2,498,000
Algoma	226,000
Laurentian (Algoma)	41,000
Nipissing	478,000
Laurentian (Nipissing)	84,000
Hearst	115,000
Laurentian (Hearst)	48,000

Bilingualism Grants

In Advisory Memorandum 83-IX, Council documented the incremental costs of existing bilingualism programs using 1981-82 cost data. On the basis of the study's findings, the level and distribution of bilingualism grants were adjusted in 1984-85 to reflect more accurately the incremental costs of bilingualism. It remains Council's intention that the distribution among institutions of the 1981-82 costs of bilingualism should form the basis for bilingualism grant allocation for a four to six year period.

For 1986-87, the total funds available for distribution are equal to the total of the previous year's grants increased by the percentage increase in total university system operating grants (4.0%). These grants are to be allocated according to the incidence of incremental bilingualism costs, as identified in Advisory Memorandum 83-IX.

Accordingly, Council *recommends to the Minister:*

OCUA 85-28
BILINGUALISM GRANTS 1986-87

THAT bilingualism grants in 1985-86 be made in the following amounts:

Ottawa	$10,815,000
Laurentian	2,201,000
Glendon	909,000
Hearst	115,000
Sudbury	140,000
St. Paul	904,000

Bar Admission Course

In recent years, Council has recommended that the grant-in-aid for the Bar Admission Course be increased by the same percentage as that accorded the university system as a whole. Council continues to apply this policy for 1986-87 and proposes that the grant-in-aid for the Bar Admission Course be increased by 4.0%. Council accordingly *recommends to the Minister:*

OCUA 85-29
GRANT TO THE LAW SOCIETY OF UPPER CANADA ON BEHALF OF THE BAR ADMISSION COURSE 1986-87

THAT a grant of $794,000 be made available to the Law Society of Upper Canada for support of the Bar Admission Course in 1986-87.

Basic Income Unit Value

Of the $1,288.47 million available for distribution in 1986-87, Council has recommended that $23.466 million be made available for Northern Ontario, bilingualism, and differentiation grants, and for the grant-in-aid for the Bar Admission Course. In addition to these deductions, shown in Table I, $1.551 million has been set aside by Council as the provision for final enrolment and floor adjustment. In addition to offsetting any discrepancy between the estimated weighted enrolment for 1985-86 and the final enrolment figures, it is intended to be used for special grants to ensure that the operating grant increases of institutions which contribute to the floor provision do not fall below 4%. The amount remaining for distribution by formula is $1,263,453 million. It should be noted that the unused portion of the provision for final enrolment adjustment will also be distributed according to the allocation formula announced by the Minister on December 10, 1985.

Table I

Availability of Funds for Distribution as Formula Grants for 1986-87

Available for Council's Allocative Recommendation		$1,288,470,000
Deduct:		
Northern Ontario Grants	$6,088,000	
Bilingualism Grants	15,084,000	
Differentiation Grants	1,500,000	
Bar Admission Course	794,000	
Sub-Total	23,466,000	
Provision for final enrolment adjustment	1,551,000	
Available for distribution as Formula Grants		$1,263,453,000

Two-thirds of the 1986-87 formula grants are to be distributed according to the "old formula" and one-third of the formula grants are to be allocated according to the "new formula" announced by the Minister of Colleges and Universities in December, 1983.[4] This has been accomplished by calculating the distribution for the entire $1,263.453 million in formula grants twice, according to each of the formulae. The resulting two formula grant figures for each institution (one calculated under the "old formula" and the other calculated under the "new formula") have been multiplied by their respective share of total formula grants (two-thirds and one-third) and added together to arrive at each institution's formula grant.

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4. See Ministry of Colleges and Universities, *Operating Formula Manual*, September, 1984, pp. 27-32 for a description of the formula.

Under the "old formula", the value of the undergraduate Basic Income Unit (BIU) is $4,309 and the graduate BIU value is $4,203. The undergraduate allocation is calculated in accordance with the undergraduate funding formula established in Advisory Memorandum 75-VII. The graduate BIU allocation is calculated according to the method specified in Advisory Memorandum 78-III.

Under the new formula, the value of the Base BIU is $3,312 and the Moving-Average BIU value is $1,006. The base allocation and moving-average allocation are calculated in accordance with the new formula described in the *Operating Formula Manual*.

As noted above, a floor provision has been included for 1986-87. If an institution's total formula grants and non-formula grants, excluding the redistributed visa student fees, increase by less than 3.5% over their 1985-86 level, its 1986-87 formula grants are adjusted upwards to the 3.5% level. Such adjustments are funded by reducing the formula grant allocation to institutions receiving an increase in operating grants in 1986-87 of greater than 4%. Each of these institution's contributions to the floor provision is proportional to its total formula grants for 1986-87. However, an institution which contributes to the floor provision will not have its total formula and non-formula grants reduced below the 4% increase level. The results of the formula calculation and floor adjustments are found under the Formula Grants columns of Table II.

Accordingly, Council *recommends to the Minister:*

OCUA 85-30
GRADUATE AND UNDERGRADUATE BIU VALUES UNDER THE "OLD FORMULA" FOR 1986-87

THAT for 1986-87, the graduate BIU value be not less than $4,203 and the undergraduate BIU value be not less than $4,309.

OCUA 85-31
BASE AND MOVING-AVERAGE BIU VALUES UNDER THE "NEW FORMULA" FOR 1986-87

THAT for 1986-87, the base BIU value be not less than $3,312 and the moving average BIU value be not less than $1,006.

Table II summarizes the distribution of grants based on the recommendations contained in this memorandum. It documents, by institution, the formula and non-formula grants recommended by Council for 1986-87, along with the grant totals for 1985-86 and the percentage increases in grants between the two years.

M. Paikin
Chairman

January 24, 1986

Table II

Distribution of Grants for 1986-87 Generated by Recommendations in Advisory Memorandum 85-VIII

($000)

University	Formula Grants	Northern Ontario Grants	Bilingualism Grants	Differentiation Grants	Special Grants & Final Enrolment Adjustment	Total Grants Recommended	1985-86 Total Grants	% Change
BROCK	24,700					24,700	23,420	5.5
CARLETON	62,915					62,915	60,284	4.4
GUELPH	76,378					76,378	73,595	3.8
LAKEHEAD	20,169	2,598				22,767	21,878	4.1
LAURENTIAN	19,168	2,498	2,341			24,007	22,937	4.7
ALGOMA	1,439	226				1,665	1,593	4.5
LAURENTIAN (ALGOMA)	328	41				369	314	17.5
NIPISSING	3,368	478				3,846	3,716	3.5
LAURENTIAN (NIPISSING)	658	84				742	627	18.3
HEARST	350	115	115			580	557	4.1
LAURENTIAN (HEARST)	214	48				262	247	6.1
McMASTER	83,045					83,045	80,201	3.5
OTTAWA	95,533		11,719			107,252	103,127	4.0
QUEEN'S	86,594					86,594	83,666	3.5
TORONTO	276,424					276,424	267,076	3.5
TRENT	13,443			1,500		14,943	14,167	5.5
WATERLOO	97,233					97,233	93,783	3.7
WESTERN	129,997					129,997	125,601	3.5
WILFRID LAURIER	25,027					25,027	24,123	3.7
WINDSOR	53,783					53,783	51,964	3.5
YORK	113,003		909			113,912	108,589	4.9
OISE	17,069					17,069	16,426	3.9
RYERSON	54,681					54,681	52,783	3.6
OCA	7,815					7,815	7,551	3.5
DOMINICAN	119					119	115	3.5
TOTAL	1,263,453	6,088	15,084	1,500	0	1,286,125	1,238,340	3.9
BAR ADMISSION					794			
FINAL ENROLMENT & FLOOR ADJUSTMENT					1,551			

NOTES: 1. Dominican College receives 50% funding. The theology schools receiving 100% funding are included with the parent institution.
2. Bilingualism grants for affiliated institutions are included with the parent institutions.
3. The 1985-86 grants use MCU initial formula operating grant calculations released June 6, 1985.
4. The BIUs for six programs approved for funding for 1986-87 were not available. These must be included when grants are calculated with final enrolment figures.

85-IX Compulsory Ancillary Fees

As a result of Council's Advisory Memoranda 82-XII and 84-I and the responses by the Minister of Colleges and Universities to these memoranda, Council was asked to monitor the application of compulsory ancillary fees charged by the provincially-assisted universities and their affiliated colleges, Ryerson Polytechnical Institute, the Ontario College of Art and Dominican College.[1] In the following memorandum Council reviews its previous advice on compulsory ancillary fees, reports on the most recent findings resulting from its monitoring role and recommends a new approach which involves restrictions on compulsory ancillary fees.

Background

The Minister of Colleges and Universities wrote to the Chairman of Council on May 5, 1982, to raise concerns about ancillary fees and suggested that "the time may have come for the government to take direct action with respect to compulsory ancillary fees charged by the universities".[2] The Minister requested Council's advice regarding the appropriate government position in this area. Council responded in Advisory Memorandum 82-XII with an examination of the need for additional constraints on compulsory ancillary fees and the matter of an appropriate Ontario Student Assistance Program (OSAP) policy with regard to such fees.

During its deliberations Council examined the results of a survey conducted by the Council of Ontario Universities (COU) with respect to compulsory ancillary fees at each institution. In its report, COU categorized ancillary fees as either general or program-specific.[3] The data provided Council with a representative view of both the level of fees and types of fees. Council's view of the situation at the time was that the levels of ancillary fees were *not unreasonable* and, therefore, it was inappropriate to impose policy restraints in this area. However, Council shared Government's growing concern that ancillary fees might have a critical impact on accessibility and expressed its willingness to:

> Monitor the situation carefully in order to ensure that no significant change in either the type or level of ancillary fees occurs without there being an opportunity for the consideration of possible changes to existing Government policy.[4]

Council was particularly concerned that the total level of fees (both tuition and ancillary) borne by students should neither be unreasonable nor vary dramatically among institutions and went on to state that:

> If it appears that the total fee burden carried by students is at or near an "unreasonable" level, then Government should implement policy restraints on the level of ancillary fees charged by the institutions. In other words, if ancillary fees are going to have a negative impact on accessibility then they should be controlled.[5]

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1. Compulsory ancillary fees are those fees "imposed or administered by a given institution or one of its constituent parts, in addition to regular tuition fees, which a student is required to pay upon registration or in order to fulfil the requirements of the academic program in which he or she is registered". Council of Ontario Universities, *Incidental Fees*, August 25, 1982, p. 1.
2. Letter from the Honourable B. Stephenson to Dr. B. C. Matthews, May 5, 1982, pp. 2-3.
3. "General ancillary fees" are those service and activity-related fees charged to all full-time undergraduate students regardless of their programs of study. "Program-specific ancillary fees" are those instruction-related fees charged only to students enrolled in specific programs. One-time only fees (such as convocation or thesis-binding) and penalty and user fees (such as late registration or transcripts, respectively) were omitted either because they are not compulsory or are relatively insignificant in cost.
4. Ontario Council on University Affairs, *Ninth Annual Report*, 1982-1983, p. 137.
5. *Ibid*., p. 134.

Council also raised concerns about ancillary fees being used as "back-door" tuition fees to cover costs that normally would fall under "ordinary operating expenses" (i.e., costs associated with instruction, non-sponsored research, academic support services, administration and physical plant maintenance). While noting that most ancillary fees charged by the institutions represented charges for costs which were not part of their normal operating expenditures there remained a "grey area" involving ancillary fees which "infringed upon the territory ordinarily occupied by the tuition fees"[6]. Council considered ancillary fees which constituted alternative forms of tuition fees to be unacceptable.

With respect to compulsory ancillary fees and OSAP, it was Council's view that there was no reason to alter the existing policy which ensured that all compulsory ancillary fees charged by the institutions should be eligible for support under the program.

By letter of June 8, 1983 to the Chairman of Council, the Minister accepted the advice contained in Advisory Memorandum 82-XII. The Minister further indicated continuing concern about the level of ancillary fees and asked that Council:

> . . . proceed immediately to establish a data collection and monitoring system . . . [and] work towards the determination of an identifiable point at which the 'unreasonable' fee level criterion identified in the Advisory Memorandum [82-XII] comes into play.[7]

In Advisory Memorandum 84-I Council addressed the Minister's concern of identifying an "unreasonable" level of compulsory ancillary fees by setting out the context in which ancillary fees may be judged to be reasonable or unreasonable. This was guided by three basic principles:

i) compulsory ancillary fees should not be allowed to rise to a level which impedes accessibility;
ii) compulsory ancillary fees should not pay for costs traditionally covered by general tuition fees; and
iii) compulsory ancillary fees should reflect the costs of goods and services provided.

The first two principles represented positions first put forward by Council in Advisory Memorandum 82-XII: namely, that Government's concern for accessibility as demonstrated by its control of tuition fee levels also pertains to compulsory ancillary fee levels; and that "back-door" tuition fees in the guise of compulsory ancillary fees are unacceptable. The third principle states that ancillary fees should not be used as a way of generating extra general revenue for the institutions. Council proposed to review compulsory ancillary fees annually and use the three principles as a guideline for evaluation.

In its review of compulsory ancillary fees in Advisory Memorandum 84-I Council examined the 1983-84 ancillary fee survey results provided by COU and compared them with data reported in 1982-83. The results of this examination indicated that no significant increase in the number and level of fees had occurred over the previous year and that, in general, ancillary fees assessed by the institutions appeared in programs and departments where they had traditionally been charged. As a result of its analysis of the 1983-84 ancillary fee data it was Council's view that the three principles underlying ancillary fees were being upheld by the institutions. Council concluded that insufficient grounds existed to exercise additional controls over ancillary fees and that the institutions should be allowed to continue determining the application and level of these fees.

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[6] *Ibid*., p. 133.

[7] Letter from the Honourable B. Stephenson to Dr. B. C. Matthews, June 8, 1983, p. 1.

In addition to its proposed annual review of compulsory ancillary fees, Council urged the institutions to continue the practice of consulting with students regarding new fees and changes in the levels of existing fees.

Council also recommended that compulsory ancillary fees continue to be eligible for OSAP support. It remained Council's position that the policy did not entail substantial payments relating to ancillary fees particularly when one considered the added burden which low-income students would face if certain ancillary fees or portions thereof were declared ineligible for coverage by the Ministry.

In a letter of October 3, 1984, to the Chairman of Council, the Minister accepted the advice contained in Advisory Memorandum 84-I, and stated that:

> I remain concerned, however, about the application of both general and program specific ancillary fees across the university system. In addition to Cabinet's longstanding concern about the impact of these fees on the provincial policy of accessibility, I would be concerned if some ancillary fees are used to cover costs traditionally covered by income from Operating Grants and Tuition Fees. I am also concerned that students in similar programs at different universities should not face dramatically different ancillary fees.[8]

Council was asked to continue monitoring ancillary fees with reference to the principles contained in Advisory Memorandum 84-I. The findings resulting from Council's most recent review of compulsory ancillary fees are outlined below.

Results of Monitoring Process

During the past year, in carrying out its monitoring responsibility, Council had its survey of ancillary fees updated. The results of this survey are found in Appendix A. While the 1985-86 data indicate that these fees have increased both in number and level, two new compulsory ancillary fees which have been introduced this year are of particular concern to Council. In the Fall of 1985 the University of Waterloo and Ryerson Polytechnical Institute introduced new computer fees. Council asked Waterloo and Ryerson to provide information regarding the level of fees to be charged, the specific costs which are to be covered and the estimated revenue to be generated during 1985-86 by the introduction of these new fees.

The compulsory computer service fee at the University of Waterloo was implemented without student assent in the Fall of 1985. The computer fee is levied, in varying amounts, on all students whether or not they utilize the institution's computer facilities. The first portion is referred to as a Base Fee and, according to the university, is intended to "partially recover the computing expenses being sustained for instructional computing for full-time undergradautes"[9]. The Base Fee involves a mandatory charge to all full-time undergraduate students of between $28 and $70 per term depending on the faculty. Waterloo expects to recover approximately $1 million from the Base Fee portion in 1985-86. The second component of the fee is referred to as an Enhancement Fee and is assessed to all registered students. The proceeds from the enhancement portion are to be used "by the Dean of each faculty to provide enhancement of the computing environment"[10]. According to the university, planned improvements include new microcomputer labs, extensions of existing labs and additional support for existing computer services. All students will pay an enhancement fee of between $10 and $40 per term with the precise amount varying according to faculty and whether the student is studying on a full or part-time basis. The university anticipates raising approximately $430,000 from the Enhancement Fee. As a result of these new fees, full-time undergraduate Arts students, for example, will pay an additional $40 per term or $80 for the year. Mathematics and Engineering undergraduate students who study on a full-time basis will be charged an additional $100 per term or $200 for the 1985-86 school year.

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[8] Letter from the Honourable B. Stephenson to Mrs. M. Paikin, October 3, 1984.

[9] Letter from Dr. D. Wright to Mrs. M. Paikin, July 25, 1985, p. 1.

[10] *Ibid.*, p. 2

Ryerson Polytechnical Institute introduced computing laboratory fees in the Fall term of 1985. Unlike the Waterloo computer service fee, which is assessed "across-the-board" to all registered students, the Ryerson fee is charged only to students who are registered in a computer course. The fee level is set for 1985-86 at $25 per computer course per term to a maximum of $50 per term per student. The revenue generated by this new fee will be used "to purchase consumables such as paper and printer supplies, to partially support academic software licensing fees, and to provide student advisory services"[11]. The computing laboratory fee is expected to generate approximately $250,000 at Ryerson in 1985-86.

Given the unique and changing circumstances in the area of the provision of student computing capability, Council included the subject of "Student Computing Costs" as one of the topics for discussion during its 1985 Fall Hearings. Council felt it was important to explore the problems of student computing costs generally before dealing specifically with computer-related ancillary fees. Council found the discussions to be extremely helpful in furthering its understanding of the constraints which face institutions as they attempt to provide a satisfactory computing environment for their students.

Institutions were asked to explain their own particular approaches to covering the costs associated with providing adequate computing facilities for their students and to outline any future plans in this regard. Council learned that, while most institutions presently cover all of their associated computing costs through existing operating grant and tuition fee income, some institutions have implemented various strategies for covering costs and providing students with better access to computer resources.

One approach followed by several institutions (McMaster, Queen's, Guelph) has been to encourage students in particular fields of study to purchase their own microcomputers. In some instances, institutions have negotiated arrangements with large computing companies in order to reduce the costs of such equipment. Council sees a great deal of benefit to be derived by students from the increased access to computers which these arrangements provide. However, Council is concerned about the impact on accessibility which will result from this approach should students, who are unable to afford the purchase of a microcomputer, be unable to study in certain programs. Institutions should be expected to provide a reasonable level of computing services for students who are either unwilling or unable to take advantage of these special purchase arrangements, and such students should not be unduly disadvantaged in their studies as a result. Institutions should not pass on the cost of academic computing to the student as a replacement for their obligation to provide adequate computing services as part of their normal operating expenditures.

A different strategy adopted by several institutions in order to assist in covering computing costs has been to charge computer-related ancillary fees to students. Council holds similar concerns about computer fees and the potential impact which this approach could have on accessibility. Council is aware that Brock, Carleton, Laurentian, Ottawa, Toronto, Western and York are currently charging relatively modest computer-related fees. Council's concern in this area has heightened considerably as a result of the levels of the computer fees recently introduced at Waterloo and Ryerson.

It is Council's view that the new computer fees introduced at Waterloo and Ryerson in particular are clearly being used to pay for normal operating costs and are therefore tuition fees. The size of the fees being assessed, the likelihood that they will continue to grow, and the prospect of others following the example of these institutions only intensify Council's concerns regarding this approach to covering computing costs.

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[11] Letter from Dr. B. Segal to Mrs. M. Paikin, July 15, 1985.

Council believes, however, that computer-related ancillary fees do not constitute the only example of "back-door" tuition fees currently in place across the system. The results of the recent survey of 1985-86 compulsory ancillary fees indicate a considerable number of fees in the categories of Registration, Lab and Equipment, Music and Studio Related, and Consumable Supplies. Council considers many of these to be covering tuition-related costs.

Council is concerned not only about "back-door" tuition fees but also about the proliferation and increased level of ancillary fees. When compared with the 1983-84 survey results, the new data indicate a marked increase in both the number and level of fees being levied by most institutions. Council estimates that there are between 70 and 100 new fees being charged which were not indicated in the 1983-84 survey.[12] For existing fees, general ancillary fee data for 1985-86 indicate an average percentage increase of 16.8 when compared to 1983-84 levels. Changes in existing programme-specific fee levels are more difficult to determine. A number of fees which appeared in the 1983-84 survey are, according to the 1985-86 results, no longer being charged while other fees are reported in a different manner. As a result, comparisons between the two sets of data are difficult to make in certain fee categories. Nevertheless, Council has found that in the categories of Registration, Music and Studio Related, Professional Societies, Co-op Placement, Lab and Equipment, Manuals and Duplication, Laundry, Kits, and Travel, changes in average fee levels, since 1983-84, range from -19.5% to +112.5%. In six of these nine categories the average fee level increases are above 10%. In the category of Consumable Supplies, the average fee level has decreased 78% largely due to the apparent elimination of several Film/Photography fees at Ryerson. It should be noted that the changes in ancillary fee levels indicated above have occurred during a period when formula fees increased 10%.

After completing its overall review of compulsory ancillary fees, Council concludes that the situation has changed significantly since it last submitted advice on this issue. The principles enunciated in Advisory Memorandum 84-I, which were intended to provide the context in which ancillary fees were judged reasonable, are no longer being upheld by the institutions. Council has rejected an intrusive approach to ancillary fees in the past and would prefer not to have additional Government involvement in the management of the institutions. However, until funding levels more adequately support the services provided, Council is convinced that the current situation with respect to ancillary fees will only deteriorate further in the absence of Government action.

Limits on Fees

In Advisory Memorandum 84-I, Council attempted to address the Minister's concern of identifying an unreasonable level of ancillary fees by considering the development of a formula which would quantify the particular level of ancillary fees that was unreasonable. Council considered setting a quantifiable limit on ancillary fees by limiting the actual percentage increases allowed for compulsory ancillary fees. Another approach considered was the modification of the current practice of reducing operating grants for institutions whose tuition fee levels exceed 110% of the level of formula fees by including all or some general and program-specific fees.

Council, however, identified several problems with those approaches. For example, Council anticipated that difficulties would arise in attempting to regulate by formula the array of program specific ancillary fees which were in place across the system. It was Council's belief that the variance in these fee levels among the institutions would make the setting of a ceiling undesirable for a variety of reasons:

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[12] Council has been informed that reporting difficulties were encountered at Toronto and York with respect to the 1983-84 survey. As a result, a number of ancillary fees reported by those institutions for 1985-86 which appear to be new, were actually in place in 1983-84. In light of these circumstances, lower and upper limits were calculated by excluding or including the 30 "new" fees at Toronto and York in order to determine a range.

i) If the limit chosen were set at a high level to allow for the inclusion of most fees currently being charged, there would be a strong likelihood (based on experience with the 10% discretionary limit) that institutions with fee levels below the limit would soon move to the higher level. Thus the "ceiling" could also become a "floor", and lower compulsory ancillary fee charges currently being paid by many students could possibly increase.

ii) If the limit chosen were set at a low level which was exceeded by fees at many institutions, there might have to be "roll-backs" of some fees, which would prevent institutions from recovering the actual costs of some services provided.

iii) If virtually any system-wide compulsory ancillary fee limit were established to regulate charges, inequities could develop in providing students with goods, services and facilities which now exist but which often vary markedly in kind and quality, as required, from one institution to another. For example, regulation to restrict these fee levels to a prescribed limit could cause difficulty within institutions in determining which services might have to be reduced or phased-out in order to comply with a prescribed limit.[13]

It is now Council's view that these previous concerns are outweighed by the recent developments which have seen new types and higher levels of "back-door" tuition fees.

It is important to note that Ontario universities have full legal authority to establish their own fee levels. However, since 1971-72 the Government has, as a matter of social policy, set fixed "formula fees" by program category for use in calculating operating grants. In addition, each institution, since 1980-81, has been allowed to set its actual tuition fees up to a maximum of 110% of formula fees without incurring any reduction in Government grants. Thus, the autonomy of the institutions in setting their own fees has been limited by Government. Council believes that compulsory ancillary fees must be viewed in the context of Government policy. It is clear that the charging of ancillary fees which are an alternative form of tuition effectively negates the Government's policy of controlling tuition fee levels. Council believes that this policy of control necessitates restrictions with respect to compulsory ancillary fees.

Currently there is some ambiguity regarding the expenditures to be covered by tuition fees at Ontario universities. For the formula fee portion of tuition fees it is reasonably clear. In the *Operating Formula Manual* formula fees are considered to be part of Basic Operating Income (BOI) and as such their expenditure is restricted to "eligible operating expenditures" which are defined as:

> . . . all operating expenditures except those:
> (a) in connection with assisted/sponsored research,
> (b) for principal and interest payments on capital indebtedness,
> (c) for student aid,
> (d) for ancillary enterprises,
> (e) for capital projects.[14]

On the other hand, the discretionary portion of tuition fees is not part of BOI and may be applied to any category of expenditure.[15]

While the *Operating Formula Manual* does not specifically identify the individual expenditures which may or may not be covered by tuition fee revenue, it does reflect the spirit of tuition fee coverage. Council views tuition fees as the contribution made by students towards the normal operating costs of the university including expenditures associated with instruction, non-sponsored research, academic support services (e.g. the library), administration and physical plant maintenance.

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[13] Ontario Council on University Affairs, *Eleventh Annual Report*, 1984-85, p. 78.

[14] Ministry of Colleges and Universities, *Operating Formula Manual*, 1985-86, p. 2

[15] *Ibid.*, p. 4

A Change in Approach to Compulsory Ancillary Fees

As indicated above, the compulsory ancillary fees currently in place at Ontario institutions include a mixture of what Council considers to be tuition and non-tuition-related ancillary fees. Council believes strongly that all tuition-related ancillary fees presently being charged by the institutions (i.e., those fees which are used to cover normal operating expenditures) should be categorized as tuition fees leaving only non-tuition-related fees as legitimate ancillary fees.

In addition to paying tuition and ancillary fees, students may be required to purchase specific items to be used during their course of study which may be retained afterwards. Council considers such required purchases to be separate from tuition and ancillary fees. However, Council believes that all fees and any required purchases should be made clear to prospective students in advance of their registration in order to avoid any hidden costs to the student.

Council believes that appropriate definitions of non-tuition-related ancillary fees which may be charged to students will serve to eliminate the increasingly artificial distinction between tuition fees and compulsory ancillary fees. Council recommends that all existing compulsory ancillary fees be considered tuition fees with the exception of those ancillary fees which fall under the definitions set out below:

— any penalty charges and fines, such as charges for late registration or late payment of fees;
— the costs of appeals, additional examinations and transcripts;
— the costs of or fees charged for co-op placement services;
— the cost of convocation or graduation ceremonies;
— the costs of learning materials and clothing retained by students;
— the costs of materials used in the production of items which become the property of the student, such as art supplies and film;
— parking charges;
— the costs of health service/insurance;
— student activity/athletic fees
(When student activity/athletic fees are referred to in calendars as "Registration Fees", institutions must add an explanatory note indicating exactly what these fees are for);
— student government fees; and
— any fees, including capital fees, which have been approved by a student referendum.

In setting out the various types of ancillary fees which may be charged by the institutions, Council has left open the opportunity for the introduction of any new ancillary fees which have been approved through a student referendum. Council recognizes that students are aware of the funding constraints faced by the institutions and the effects of these constraints on their programs of study. It is, therefore, desirable to allow students the opportunity to initiate and/or support new ancillary fees in order to cover extra costs related to services which they deem to be important. Council believes that any new student-approved fee may be implemented provided that it has been supported by those directly affected through a student referendum. Similarly, students should retain the right to revoke an existing student-approved fee through the same procedure.

In defining the types of ancillary fees which should remain eligible, Council recognizes that questions may arise with respect to whether or not particular fees, either existing or proposed, are captured by the definitions set out above. This is particularly true with regard to those fees in the category of "costs of learning materials and clothing retained by students". This category has been defined in rather broad terms to allow institutions some discretion. However, Council is concerned that this provision should not be used to undermine the intent of the policy. Council believes that the Ministry should make a ruling in all such cases as they arise to ensure fees fit within the guidelines outlined above.

With respect to ancillary fees which are eligible to be charged by an institution Council reaffirms the two remaining principles in Advisory Memorandum 84-I:

i) compulsory ancillary fees should not be allowed to rise to a level which impedes accessibility; and
ii) compulsory ancillary fees should reflect the costs of goods and services provided.

Council continues to believe these principles should inform the setting of compulsory ancillary fees by the institutions. With the above definitions in place Council hopes it will be unnecessary to continue its practice of monitoring compulsory ancillary fees.

Council is well aware of the financial constraints facing the institutions and the pressure which has been placed on them to raise funds from additional sources in order to cover their costs. Although Council cannot accept the charging of "back-door" tuition fees as a means of generating additional revenue, it acknowledges the serious effects on institutions occasioned by the shortfall in annual operating grant increases. In view of these circumstances, Council recommends that the permitted maximum tuition fee level be increased from 110% of formula fees to 115%.

Council chose the discretionary limit increase of 5% after estimating the total revenue generated in 1985-86 by tuition-related fees to be within the range of $4.9 million and $13.7 million, or between 2.3% and 6.3% of total formula fee revenue.[16] Although the revenue generated by these fees represents only a fraction of the system's total operating income, Council believes that, during a period of severe financial constraint, institutions can ill afford to lose this income. Council's intention, in increasing the discretionary limit, is to enable institutions to maintain their ability to provide quality programs and necessary services to their students. Council believes that the resulting average level of fee will be clearer and fairer to students and in most cases will not appreciably affect their total fee burden. All tuition fees within the permitted levels of discretion should be recognized by OSAP, just as the compulsory tuition-related ancillary fees that they are replacing are recognized.

Council believes that broadening the discretionary limit policy to allow the inclusion of tuition-related charges is entirely consistent with the current Government policy of controlling tuition fee levels. This approach will serve the interests of students as well as the institutions. With the implementation of the recommendations contained in this memorandum students can be assured that the ancillary fees levied by an institution will not be used to cover tuition-related costs. In addition, students will receive a tax receipt from their institutions for the full amount of tuition-related fees paid. At present, "back-door" tuition fees, because they are classed as ancillary fees, are not included in the amount which appears on a student's tuition receipt and cannot be claimed for tax purposes.

The recommended changes to existing compulsory ancillary fee policy are intended to clarify a situation which has become both confusing and frustrating. In addition, Council's proposal to increase the discretionary limit and allow institutions to set tuition fee levels at up to 115% of formula fees, addresses the financial implications of the proposed changes and provides for equitable treatment among all institutions.

The recommendations contained in this memorandum are intended as a unit and each recommendation should be considered in conjunction with, rather than independently of, the other recommendation. Accordingly, Council *recommends to the Minister:*

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[16] Council acknowledges its difficulty in determining which ancillary fees should be included when calculating tuition-related fee revenue. Therefore, lower and upper limits were calculated by excluding or including certain ancillary fees to determine a range. The tuition-related fee revenue totals were calculated by using undergraduate general and program-specific ancillary fee data. All student-approved ancillary fees were excluded from these calculations.

OCUA 85-32
COMPULSORY ANCILLARY FEES

THAT, beginning in 1986-87, only those non-tuition-related ancillary fees, as defined in this memorandum, should be classified as ancillary fees by the Ministry in calculating formula operating grants to the provincially-assisted universities and their affiliated colleges, Ryerson Polytechnical Institute, the Ontario Institute for Studies in Education, the Ontario College of Art and Dominican College, and all other fees should be classified as tuition fees.

OCUA 85-33
RELATIONSHIP BETWEEN FORMULA FEES AND ACTUAL TUITION FEES

THAT, beginning in 1986-87, institutions should be permitted to set their actual tuition fees up to a maximum of 115% of formula fees without incurring a reduction in Government operating grants.

M. Paikin
Chairman

February 21, 1986

UNDERGRADUATE ANCILLARY FEES

1985-86

General Caveats

a) The sources of information are COU and individual institutions.

b) Reference to the Ontario College of Art is made only with respect to general ancillary fees as it reported no program-specific ancillary fees for full-time undergraduate students for the Fall and Winter terms.

c) Roman numerals accompanying the course and program listings displayed under the eleven categories of fee types refer to year levels.

d) Where necessary figures have been rounded to the nearest dollar (i.e. $0.01 to $0.50 to the lower dollar and $0.51 to $0.99 to the higher dollar).

Table 1

Undergraduate General Ancillary Fees: 1985-86

FEE TYPE	Brock	Cltn.	Guelph[1]	Lkhd.	Lrtn.[2]	Mc.[3]	Ottawa[4]	Queen's[5]	Tor.[6]	Trent	Wat.[7]	Wstrn.[8]	WLU[9]	Wndsr.	York	Ryrsn.	OCA	AVGS.
HEALTH: *Sub-Tot.*	15.00	33.80	41.20	10.00	17.00	11.00	24.00	11.40	23.50	23.00	41.04	27.00	12.00	10.00				21.42
Services	15.00	*23.00	*16.40	10.00	13.75	11.00	20.00	*11.40	23.50	23.00	*41.04	27.00	12.00	10.00				
Accident/hlth. insurance		*10.80	*24.80				4.00											
Life Insurance					3.25													
REGISTRATION: *Sub-Total*	5.00				9.00	5.00	5.00		1.00	100.00	4.25	2.00				3.00	100.00	23.43
Registration					5.00		5.00											
I.D. Card	5.00				4.00	5.00			1.00		4.25	2.00				3.00		
Class Fee																	60.00	
College Fee										100.00							40.00	
CAPITAL: *Sub-Tot.*	5.00	20.00	21.00		20.00		12.00	21.05			20.00	17.00	15.00	10.00		4.00	5.00	14.17
Univ. Centre		*20.00	21.00				12.00	*21.05				*10.00		10.00				
Rec. Facilities											*20.00					4.00		
Science Bldg.	5.00																	
Future Projects					*20.00								*15.00				*5.00	
Arena												*7.00						
Ancillary Ops.																		
STUDENT ACTVT'Y.: *Sub-Total*	25.00	60.50	48.00	42.00	51.00	49.50	33.00	64.10	21.25	64.25	27.50	37.25	55.00	57.50	55.00	74.70	35.00	47.09
Incidental Act'y								*49.10							55.00			
Special Act'y																13.20		
"Quest Fund"								*15.00										
Student Ass'n.	25.00	*60.50	*48.00	*42.00	*51.00	49.50	*33.00		*21.25	*64.25	*27.50	*37.25	*55.00	57.50		61.50	35.00	
ATHLETICS: *Sub-Total*	30.00	81.10	48.00	30.00	30.00	33.00	35.00	30.20	58.25	68.00	43.50	57.10	42.00	20.00		20.80		41.80
OTHER: *Sub-Total*								7.80	45.50	85.50	15.00			17.50	85.00	25.00		40.19
General Ancil'y															85.00			
Hart House									45.50									
Bus/Parking								*7.80		85.50								
Learning Suppt.																25.00		
Student Centre											*15.00			17.50				
TOTALS ($)	80.00	195.40	158.20	82.00	127.00	98.50	109.00	134.55	149.50	340.75	151.29	140.35	124.00	115.00	140.00	127.50	140.00	141.94
% CHANGE 1983-84/1985-86	+0.0	+8.7	+13.5	+10.8	+5.4	+7.1	+6.9	+18.8	+33.2	+11.3	+33.8	+12.1	+29.2	+12.8	+11.1	+14.4	+94.4	+16.8

*Indicates fees which were initiated by students, except in the cases of Health fees at Carleton and Guelph which were reported as being only partially student-initiated. All other fees shown were either not student-initiated or their origin is unknown.
SOURCE: COU and individual institutions.

Table 2

Summary of Undergraduate Program-Specific Ancillary Fees: 1985-86

FEE TYPE	Brock	Cltn.	Guelph	Lknd.	Lrtn.	Mc.	Ottawa	Queen's	Tor.	Trent	Wat.	Wstrn.	WLU	Wndsr.	York	Ryrsn.
REGISTRATION:																
Average Fee									$61	$99		$50	$58		$22	
Range of Fees									$25-184	$35-150		$50	$58		$14-40	
# Student Payments									25,453	27		450	60		4,200	
MUS. & STUDIO RELATED:																
Average Fee	$42						$61		$25		$27	$177	$20		$20	$15
Range of Fees	$15-110						$36-72		$15-35		$5-170	$150-520	$20		$20	$15
# Student Payments	83						162		328		1,396	539	200		8,000	30
PROF. SOCIETIES:																
Average Fee						$12		$13	$15		$4			$9		
Range of Fees						$5-28		$7-37	$5-50		$2-8			$4-20		
# Student Payments						3,156		10,253	19,382		10,531			6,089		
CO-OP PLACEMENT:																
Average Fee			$105			$125			$24		$150		$231			
Range of Fees			$105			$125			$24		$150		$231			
# Student Payments			290			50			152		8,800		280			
CONSUMABLE SUPPLIES:																
Average Fee	$45	$15		$19	$17		$41	$21		$8					$16	$42
Range of Fees	$45	$15		$10-20	$10-20		$10-60	$12-37		$3-50					$10-50	$15-193
# Student Payments	147	50		375	1,000		1,015	485		361					22,700	6,299
LAB & EQUIPMENT																
Average Fee	20	$4	$25		$14		$110	$141	$17	$18	$12	$60			$10	$69
Range of Fees	$10-110	$2-25	$25		$10-20		$100-160	$50-500	$10-45	$5-35	$10-50	$60			$10	$13-175
# Student Payments	1,076	1,137	1,400		6,157		1,084	483	16,004	686	4,262	210			10,000	3,111
MANUALS & DUP.:																
Average Fee		$13					$6		$18	$5				$35	$6	
Range of Fees		$5-20					$6		$3-30	$2-12				$35	$6	
# Student Payments		3,379					1,500		5,361	1,022				392	50,000	
LAUNDRY:																
Average Fee			$65		$11	$75		$100	$66							
Range of Fees			$32-114		$11	$75		$50-190	$25-100						N/A	
# Student Payments			480		275	100		999	740							

Table 2 (continued)

Summary of Undergraduate Program-Specific Ancillary Fees: 1985-86

FEE TYPE	Brock	Cltn.	Guelph	Lkhd.	Lrtn.	Mc.	Ottawa	Queen's	Tor.	Trent	Wat.	Wstrn.	WLU	Wndsr.	York	Ryrsn.
KITS:																
Average Fee						$500		$500	$1,181							
Range of Fees						$500		$500	$324-2,134							
# Student Payments						100		75	408							
TRAVEL:																
Average Fee		$153		$75		$100	$161	$213	$151	$160	$53	$142		$76	$100	$239
Range of Fees		$50-230		$15-385		$100	$140-250	$50-530	$40-310	$2-850	$3-425	$50-150		$25-150	$100	$225-325
# Student Payments		183		1,497		50	100	2,438	400	155	1,136	109		64	50	273
OTHER:																
Average Fee			$75		$10				$550	$250	$34	$50				
Range of Fees			$75		$10				$178-1,093	$250	$10-47	$50				
# Student Payments			475		800				74	37	41,732	307				

Appendix A i)

Undergraduate Program-Specific Ancillary Fees: 1985-86
Registration

FEE TYPE	Brock	Cltn.	Guelph	Lkhd.	Lrtn.	Mc.	Ott.	Queen's	Toronto¹	Trent	Wat.	Western	WLU	Wndsr.	York	Ryrsn.
REGISTRATION:																
Bachelor Bus. Admin.															$15x1,000†	
Engineering									*$100x2,480°							
Internship													$58x60°			
Language Test															$40x1,200	
Medicine												$50x450°				
Spanish (Year Abroad)										$150x15°						
French (Year Abroad)										$35x12°						
Atkinson College															$14x2,000	
Erindale College									$33x3,501°							
Innis College									$28x1,078°							
New College									$22x2,078°							
St. Michael's College									$138x2,540°							
Scarborough College									$35x3,360°							
Trinity College									$184x1,005°							
University College									$21x2,176°							
Victoria College									$125x2,442°							
Woodsworth College									$25x4,793°							
SUB-TOTALS:																
Revenue									$1,563,244	$2,670		$22,500	$3,480		$91,000	
# Student Payments									25,453	27		450	60		4,200	
Average Payment									$61	$99		$50	$58		$22	

*Indicates fees which were initiated by students. All other fees shown were either not student-initiated or their origin is unknown.

Legend indicating fee charges: ° = program by year ¶ = program by term † = course by year § = course by term

Appendix A ii)

Undergraduate Program-Specific Ancillary Fees: 1985-86
Music & Studio Related

FEE TYPE	Brock	Cltn.	Guelph	Lkhd.	Lrtn.	Mc.	Ottawa	Qun's.	Toronto	Trent	Wat.[2]	Western	WLU	Wndsr.	York	Ryerson
MUSIC & STUDIO RELATED:																
Architecture																
Drama (UC Playhouse)											$25x500†					
Fine Arts									$20x80†							
											$5x143†				$20x8,000†	
											$10x126†					
											$15x407†		$20x200§			
											$20x9†					
											$30x46†					
											$40x32†					
											$50x64†					
Humanities											$65x9†					
Music	$15x49†								$20x104†							
	$20x11†															
(Instrument Fee)							$36x48§		$35x113†		$170x60†	$150x499°				
							$72x114†									
(Private Lessons)	$110x23															
(Score Rental)												$520x40°				
Theatre I (Dance-Audition)									$15x31†							
SUB-TOTALS:																$15x 30°
Revenue	$3,485						$9,949		$8,100		$37,405	$95,650	$4,000		$160,000	$450
# Student Payments	83						162		328		1,396	539	200		8,000	30
Average Payment	$42						$61		$25		$27	$177	$20		$20	$15

Legend indicating fee charges: ° = program by year ¶ = program by term † = course by year § = course by term

Appendix A iii)

Undergraduate Program-Specific Ancillary Fees: 1985-86
Professional Societies

FEE TYPE	Brock	Cltn.	Guelph	Lkhd.	Lrtn.	McMaster	Ottawa	Queen's	Toronto[3]	Trent	Waterloo	Wstrn.	WLU	Windsor	York	Ryrsn.
PROFESSIONAL SOCIETIES:																
Applied Science								*$19x1,660°								
Architecture									$19x310°		$5x164¶					
Arts											*$2x2,391¶					
Science											*$4x1,761¶					
Arts and Science								*$7x5,780°	*$5x11,536°							
Business Admin.														*$6x1,239°		
Commerce						$5x1,273		*$31x741°								
Computer Science														$10x331		
Dentistry									*$22x442°							
Dramatic Arts														*$10x130°		
Education								*$7x619°	*$17x844°					*$4x301°		
Engineering						$15x1,219°			*$41x2,480°		*$8x2,003¶			*$20x569°		
Environmental Studies											*$2x867¶					
Forestry									*$23x189°							
Law								*$37x432°	*$50x465°					*$20x392°		
Mathematics											*$5x2,109¶					
Medicine						$28x300°		*$36x291°	*$34x989°							
Music									*$15x373°					$10x65		
Nursing						$10x364°		*$9x259°	*$27x337°					*$20x372°		
Optometry											*$4x236¶					
Pharmacy									*$30x634°							
Physical Education								*$11x280°	*$20x463°		*$3x1,000¶			*$10x297°		
Rehab. Therapy								*$7x191°	*$20x320°							
Social Science														*$5x1,943°		

*Indicates fees which were initiated by students. All other fees shown were either not student-initiated or their origin in unknown.
Legend indicating fee charges: ° = program by year ¶ = program by term † = course by year § = course by term

Appendix A iii) continued

Undergraduate Program-Specific Ancillary Fees: 1985-86
Professional Societies

FEE TYPE	Brock	Cltn.	Guelph	Lkhd.	Lrtn.	McMaster	Ottawa	Queen's	Toronto[3]	Trent	Waterloo	Wstrn.	WLU	Windsor	York	Ryrsn.
Social Work														*$10x350		
Visual Arts														*$10x100		
SUB-TOTALS:																
Revenue						$36,690		$132,512	$299,919		$44,893			$57,743		
# Student Payments						3,156		10,253	19,382		$10,531			6,089		
Average Payment						$12		$13	$15		$4			$9		

*Indicates fees which were initiated by students. All other fees shown were either not student-initiated or their origin in unknown.
Legend indicating fee charges: ° = program by year ¶ = program by term † = course by year § = course by term

Appendix A iv)

Undergraduate Program-Specific Ancillary Fees: 1985-86
Co-Op Placement

FEE TYPE	Brock	Cltn.	Guelph	Lkhd.	Lrtn.	Mc.	Ott.	Queen's	Toronto	Trent	Waterloo	Wstrn.	WLU	Wndsr.	York	Ryrsn.
CO-OP PLACEMENT:																
Co-op Placement			$105x290			$125x50¶			$24x152†		$150x8,800¶		$231x280°			
SUB-TOTALS:																
Revenue			$30,450			$6,250			$3,648		$1,320,000		$64,680			
# Student Payments			290			50			152		8,800		280			
Average Payment			$105			$125			$24		$150		$231			

Legend indicating fee charges: ° = program by year ¶ = program by term † = course by year § = course by term

Appendix A v)

Undergraduate Program-Specific Ancillary Fees: 1985-86
Consumable Supplies

FEE TYPE	Brock	Cltn.	Guelph	Lakehead	Lrtn.[4]	Mc.	Ottawa[5]	Queen's[6]	Tor.	Trent	Wat.	Wstrn.	WLU	Wndsr.	York[7]	Ryerson[8]
CONSUMABLE SUPPLIES:																
Administrative Studies																
Biology										$35x14°						
Civil Technology																$50x95§
Communications							$10x55†									
							$20x133†									
							$50x94†									
Computer Science		$15x50°														$30x4,100§
Comp. Sci. & Lab. courses																
Cultural Studies										$50x23°						
Education				$20x345†											$10x15,000†	
Fashion																$15x366§
Film/Photography																$105x483°
Fine Arts								$21x77β							$50x2,400†	
								$12x161β								
Geography										$3x240°					$25x300†	
										$5x84°						
Graphic Arts I-III																$193x142°
IV																$17x30°
Hospitality/Tourism																$60x470§

Legend indicating fee charges: ° = program by year ¶ = program by term † = course by year § = course by term β = course by month

Appendix A v) continued

Undergraduate Program-Specific Ancillary Fees: 1985-86
Consumable Supplies

FEE TYPE	Brock	Cltn	Guelph	Lkhd	Lrtn	Mc.	Ottawa	Queen's	Tor.	Trent	Wat	Wstrn	WLU	Wndsr	York	Ryerson
Interior Design I																$60x70*
II																$50x50*
III																$30x40*
IV																$25x61*
Journalism I-III																$40x392*
Library Technology				$10x30*												
Nursing I								$19x64*								
II								$37x63*								
III								$19x53*								
IV								$31x67*								
Science															$15x5,000†	
Television & Corr.					$20x698†											
					$10x302†											
Theatre I-III																
Visual Arts							$25x135†									
							$50x598†									
	$45x147†															
SUB-TOTALS:																
Revenue	$6,615	$750		$7,200	$16,980		$41,185	$10,180		$2,780					$352,500	$265,176
# Student Payments	147	50		375	1,000		1,015	485		361					22,700	6,299
Average Payment	$45	$15		$19	$17		$41	$21		$8					$16	$42

Legend indicating fee charges: * = program by year ¶ = program by term † = course by year § = course by term

Appendix A vi)

Undergraduate Program-Specific Ancillary Fees: 1985-86
Lab & Equipment Fees

FEE TYPE	Brock	Cltn.	Guelph[9]	Lkhd	Laurentian[10]	Mc.	Ottawa[11]	Queen's	Toronto	Trent	Waterloo[12]	Wstn.	WLU	Wndsr.	York	Ryer.[13]
LAB & EQUIPMENT:																
Anatomy									$10x21§							
Arch. & Landscape																$50x408°
Astronomy					$20x94†				$10x42†							
Biochemistry									$10x71§							
Biology					$10x435§				$10x1,204§	$12x145†	$10x124†					
					$20x502†				$10x1†	$5x61†						
									$20x3,830†							
Botany									$10x72§							
									$10x9†							
									$20x451†							
Chemistry		$2x900	$25x1,400		$10x218§				$10x222§	$5x84†	$10x2,833†					
					$20x446†				$10x19†	$14x100†						
									$20x3,924†	$35x225†						
Cinema and Film									$10x27§							
									$15x206§							
									$20x379†							
Civil Tech. I																$30x90°
II-IV																$40x188°
Computer Science									$10x433§						$10x10,000†	
Comp. Sci. & Lab. crs.	$20x67				$20x429†											
	$10x437				$10x792§											
Drama									$30x44†							
Early Childhd. I-IV																$20x245°
I																$25x65°

Legend indicating fee charges: ° = program by year ¶ = program by term † = course by year § = course by term

Appendix A vi) continued

Undergraduate Program-Specific Ancillary Fees: 1985-86
Lab & Equipment Fees

FEE TYPE	Brock	Cltn.	Guelph[9]	Lkhd.	Laurentian[10]	Mc.	Ottawa[11]	Queen's	Toronto	Trent	Waterloo[12]	Wstn.	WLU	Wndsr.	York	Ryer.[13]
Earth Science I																
II-IV											$12x245°					
											$20x350°					
									$10x200†							
									$10x1†							
									$20x4†							
Engineering					$10x279§		$100x900									
					$20x17†											
Environmental Studies																
Fashion I										$10x71†						
II Merchandising																$28x127°
II Design																$33x55°
III Merchandising																$53x50°
III Design																$46x42°
Fine Arts	$15x49						$160x184°		$20x24†							$43x42°
	$110x23								$45x27†							
	$20x11															
	$45x147															
Food/Nutrition																
I									$10x50§							
II																$20x87°
III																$52x79°
IV																$13x70°
Geography		$25x28			$20x23†				$10x78§		$10x33†					$15x63°
		$25x30							$20x89†		$15x307†					
									$30x78†		$20x260†					
											$25x10†					

Legend indicating fee charges: ° = program by year ¶ = program by term † = course by year § = course by term

Appendix A vi) continued

Undergraduate Program-Specific Ancillary Fees: 1985-86
Lab & Equipment Fees

FEE TYPE	Brock	Cltn.	Guelph[9]	Lkhd.	Laurentian[10]	Mc.	Ottawa[11]	Queen's	Toronto	Trent	Waterloo[12]	Wstn.	WLU	Wndsr.	York	Ryer.[13]
Geology	$20x107	$5x179			$10x122§				$10x458§							
	$10x220				$20x88†				$10x7†							
									$20x45†							
Hospitality/Tourism I																$175x177°
II																$105x150°
III	$25x10°															$150x140°

Legend indicating fee charges: ° = program by year ¶ = program by term † = course by year § = course by term

Appendix A vii)

Undergraduate Program-Specific Ancillary Fees: 1985-86
Manuals & Duplication

FEE TYPE	Brock	Cltn.	Guelph	Lkhd.	Lrtn.	Mc.	Ottawa	Queen's.	Toronto	Trent	Wat.	Wstn.	WLU	Windsor	York[14]	Ryer.
MANUALS & DUPLICATION:																
Biology		$10x382†							$6x62†	$2x222°						
									$10x376†	$3x94°						
		$5x223§							$30x1,550†	$4x123°						
										$5x153°						
										$12x44°						
Chemistry									$15x2,666†	$3x29°						
									$15x108§	$4x62°						
										$5x15°						
										$8x170°						
Computer Science		$7x500								$2x20						
Environmental Studies														$35x392°		
Geology		$20x179														
Law																
Math. & Statistics		$15x2,095							$3x32							
Microbiology/Zoology										$3x77°						
Physics										$7x13°						
							$6x1,500†									
Science & Engineering									$3x42§							
Zoology									$3x117†							
									$6x79†							
									$7x18†							
									$9x70†							
									$10x241†							
SUB-TOTALS:																
Revenue		$43,440					$9,000		$96,455	$4,643				$13,720	$300,000	
# Student Payments		3,379					1,500		5,361	1,022				392	50,000	
Average Payment		$13					$6		$18	$5				$35	$6	

Legend indicating fee charges: ° = program by year ¶ = program by term † = course by year § = course by term

Appendix A viii)

Undergraduate Program-Specific Ancillary Fees: 1985-86
Laundry

FEE TYPE	Brock	Cltn.	Guelph	Lkhd.	Lrtn.	McMaster	Ottawa	Queen's	Toronto	Trent	Wat.	Wstrn.	WLU	Wndsr.	York[18]	Ryrsn.
LAUNDRY:																
Clinical Education						$75x100°										
Human Kinetics/Leis. Std.																
Medicine I								$50x70°								
II								$160x80°	$25x250°							
III								$160x72°	$75x247°							
IV								$180x69°	$100x243°							
Nursing I								$140x65°								
II & III								$100x116°								
IV								$75x67°								
Phys. Ed./Sports Admin.					$11x275°											
Physical Education I & II								$60x132°								
III & IV								$60x147°								
Rehabilitation Therapy I								$190x47°								
II-IV								$65x134°								
Veterinary Medicine I & II			$32x240°													
III			$84x120°													
IV			$114x120°													
SUB-TOTALS:																
Revenue			$31,440		$3,025	$7,500		$100,345	$49,075						$100,000	
# Student Payments			480		275	100		999	740							
Average Payment			$65		$11	$75		$100	$66							

Legend indicating fee charges: ° = program by year ¶ = program by term † = course by year § = course by term

Appendix A ix)

Undergraduate Program-Specific Ancillary Fees: 1985-86
Kits

FEE TYPE	Brock	Cltn.	Guelph	Lkhd.	Lrtn.	McMaster	Ottawa	Queen's	Toronto	Trent	Wat.	Western	WLU	Wndsr.	York	Ryerson
KITS:[16] & [17]																
Dentistry I									$2,134x102°							
II									$1,876x100°							
III									$431x93°							
IV									$324x113°							
Interior Design I																
Medicine						$500x100°		$500x75°								
SUB-TOTALS:																
Revenue						$50,000		$37,500	$481,963							
# Student Payments						100		75	408							
Average Payments						$500		$500	$1,181							

Legend indicating fee charges: ° = program by year ¶ = program by term † = course by year § = course by term

Appendix A x)

Undergraduate Program-Specific Ancillary Fees: 1985-86
Travel

FEE TYPE	Brock	Cltn.	Guelph	Lkhd.	Lrtn.	Mc.	Ottawa	Queen's	Toronto	Trent	Wat.	Western	WL	Windsor	York	Ryerson
TRAVEL:																
Applied Geography																$225x234§
Architecture											$260x65§					
IV									$45x64°							
Art History		$50x25						$230x15								
Biology		$230x7°							$275x20†	$700x27†	$95x24†	$50x9†				
									$262x14†		$425x10†					
									$175x1							
Commerce								$50x749°								
Earth Science											$70x50†					
Ecology																
Education								$350x596°								
Engineering (Civil)											$90x140†			$50x20†		
(Degree)				$15x283°												
(Tech.)				$15x268°												
Fine Arts II								$250x29°								
Forestry (Degree)									$40x56°							
(Degree)									$50x26°							
(Degree)									$150x19°							
(Degree)									$170x36°							
(Degree)									$205x34†							
									$310x52†							
(Degree) I				$80x71°												
(Degree) II				$90x79°												
(Degree) III				$140x41°												
(Degree) IV				$385x49°												
(Tech.) I				$80x56°												
(Tech.) II				$180x52°												

Legend indicating fee charges: ° = program by year ¶ = program by term † = course by year § = course by term

Appendix A x) continued

Undergraduate Program-Specific Ancillary Fees: 1985-86
Travel

FEE TYPE	Brock	Cltn.	Guelph	Lkhd.	Lrtn.	Mc.	Ottawa	Queen's	Toronto	Trent	Wat.	Western	WL	Windsor	York	Ryerson
Geography		$165x80°					$140x58†			$2x25†	$45x17†				$100x50†	
							$170x32†			$5x38†	$110x44†					
										$8x49†						
										$150x12†						
										$850x4†						
Geography III									$100x12°							
Geology		$150x22°				$100x50†						$150x42†		$150x22†		
		$175x34°										$150x58†				
II									$175x25°							
III									$175x41°							
Human Kinetics											$3x530§			$25x22†		
											$110x26§					
											$160x35§					
Journalism		$175x15°														
Law								$250x433°								
Library Tech. II				$175x19°												
Medicine IV								$530x69°								
Nursing				$40x263°				$200x266°								
Outdoor Rec. I-IV				$261x122°												
Physical Education				$35x194°												
								$70x147°								
Planning											$10x140†					$325x39°
											$60x55†					
Recreology							$250x10†									

Legend indicating fee charges: ° = program by year ¶ = program by term † = course by year § = course by term

Appendix A x) continued

Undergraduate Program-Specific Ancillary Fees: 1985-86
Travel

FEE TYPE	Brock	Cltn.	Guelph	Lkhd.	Lrtn.	Mc.	Ottawa	Queen's	Toronto	Trent	Wat.	Western	WL	Windsor	York	Ryerson
Rehabilitation Therapy II & III								$530x92°								
IV								$125x42°								
Sociology																
Zoology																
SUB-TOTALS:																
Revenue		$27,935		$111,991		$5,000	$16,060	$519,070	$60,573	$24,732	$59,885	$15,450		$4,850	$5,000	$65,325
# Student Payments		183		1,497		50	100	2,438	400	155	1,136	109		64	50	273
Average Payment		$153		$75		$100	$161	$213	$151	$160	$53	$142		$76	$100	$239

Legend indicating fee charges: ° = program by year ¶ = program by term † = course by year § = course by term

Appendix A xi)

Undergraduate Program-Specific Ancillary Fees: 1985-86
Other

FEE TYPE	Brock	Cltn.	Guelph	Lkhd.	Lrtn.	Mc.	Ottawa	Queen's	Tor.[19,20]	Trent[20]	Waterloo[21]	Western	WLU	Wndsr.	York[22]	Ryer.
OTHER:																
Arts & Sci. (Computer)																
Vet. Meds. I-IV (Rabies)			$75x475°													
French Span. & German									$729x30							
(Yr. Abroad Activity)									$1,093x12	$250x37°						
Business (Computer)												$50x307				
Language Testing					$10x800											
Study Elsewhere									$178x32							
Base (Computer Fee)											$47x21,871¶					
Enhancement											$20x17,379¶					
(Faculty Computer Fee)											$10x2,482¶					
SUB-TOTALS:																
Revenue			$35,625		$80,000				$40,688	$9,250	$1,400,337	$15,350				
# Student Payments			475		800				74	37	41,732	307				
Average Payment			$75		$10				$550	$250	$34	$50				

Legend indicating fee charges: ° = program by year ¶ = program by term † = course by year § = course by term

Undergraduate General Ancillary Fees
1985-86
Numbered Footnotes

TABLE 1

1. *Guelph — Student Activity:* Fees shown for 1985-86 represent averages of ranges from $46.00 to $50.00, within which fee levels vary according to program.
2. *Laurentian — Student Activity:* Student Association fee includes $4.00 CFS, $3.00 OFS, $7.50 Student Newspaper.
3. *McMaster — Registration:* There is a $5.00 fee for an I.D. card this year, because the new card has a photo.

   Student Activity: The Student Association fee of $49.50 includes $42.50 for the McMaster Student Union and $7.00 for CFS.
4. *Ottawa — Student Activity:* The Student Association fee of $33.00 includes $25.00 SFUO, $3.00 OFS and $5.00 OPIRG.
5. *Queen's — Student Activity:* The fee is broken down into three components. Two of these, Incidental Activity ($49.10) and the Quest Fund ($15.00) appear under the Student Activity category, the balance, a bus fee ($7.80), appears under the Other category.
6. *Toronto — Health, Athletics and Other (Hart House):* Fees shown represent the average costs per student across the institution and its affiliated colleges, and have been determined using information provided by the university on enrolment and fee charges. The Registration fee shown of $1.00 (Student Card) is charged in Arts and Science (Scarborough College) and Physical and Health Education. Fees for registering at the colleges and covering costs specific to them have been removed from the general ancillary fee area and displayed as program-specific fees under the Registration category in the appendices.
7. *Waterloo — Registration:* The $4.25 fee for an I.D. Card is a one-time only fee.
8. *Western — Registration:* The $2.00 fee for the I.D. Card is new this year.
9. *WLU — Capital:* The $15.00 reported under Future Projects is initiated by students and refundable. Contribution to University Development Fund designated for Cultural Centre construction.

Undergraduate Program-Specific Ancillary Fees
1985-86

Numbered Footnotes

Appendix A i) Registration

1. *Toronto* — Part-time enrolment is included for Innis and Woodsworth Colleges.

   — *Registration:* College registration fees listed entail the following charges —
   Erindale — Student Union ($27.75), Scholarship Fund ($5)
   Innis — Student Council ($27), Innis Foundation ($1)
   New — Student Council ($22)
   St. Michael's — Student Union ($23), Library ($58), Student Centre ($57)
   Scarborough — Student Council ($25), Library ($10)
   Trinity — Student Union ($184.50)
   University — Literary and Athletics Society ($21)
   Victoria — Student Administrative Council ($28), Wymilwood Student Union ($39.50), Library ($58)
   Woodsworth — Student Association ($5), Woodsworth Building Fund ($20)

Appendix A ii) Music and Studio Related

2. *Waterloo* — Fine Arts fees were categorized as lab fees; however, in terms of the categories used here and because of the nature of these fees, they are displayed under the Music and Studio Related rubric.

Appendix A iii) Professional Societies

3. *Toronto* — The Arts and Science fee of $5 is charged by the following colleges — Innis, New, St. Michael's, Trinity, University, Victoria and Woodsworth.

   — Architecture includes Landscape Architecture

Appendix A v) Consumable Supplies

4. *Laurentian* — Information has been estimated using the latest class counts. Actual fees are not available.

5. *Ottawa* — The range of fees shown will not agree with the summary on Table 4. Table 4 shows a range of $10 to $60 but there were no registrations this year in the courses subject to the $60 fee.

6. *Queen's* — In Fine Arts, students enrolled in print-making and sculpture courses are charged materials fees of $21 per month and $12 per month respectively, for those months in which students use these materials. There were a total of 77 student months charged for print-making materials and 161 student months charged for sculpture materials.

7. *York* — The Fine Arts figure of $50 represents an average of a range from $5 to $400.

8. *Ryerson* — The Computer Science fee of $30 represents an average of a range from $25 to $50. The number of students reported is an estimate (4,100). The revenue generated by the Computer Science fee is reported to be $123,000. It should be noted that, in response to a specific request from Council, Ryerson indicated in July of 1985 that the fee will generate approximately $250,000 in 1985-86.

Undergraduate Program-Specific Ancillary Fees
1985-86
Numbered Footnotes (continued)

Appendix A vi) Lab and Equipment Fees

9. *Guelph* — $25 fee for Chemistry is a deposit for breakage.

10. *Laurentian* — In 1983-84 only full courses were included in the survey and reported as Computer Science. This was wrongly reported in 1983-84. In 1985-86, full and half courses were included and reported under the appropriate program. Full courses are $20, half courses are $10. It should be noted that the enrolment reported is not actual number of students, but the number of people enrolled in specific courses. Therefore, one person can pay $100, another $0.

    — Information has been estimated using the latest class counts. Actual fees are not available.

11. *Ottawa* — The Fine Arts fee of $160 is the approximate average payment per student within a range which may extend from $75 to $250.
    — Engineering: $100 levy is collected for each undergraduate student for the microcomputer laboratory.

12. *Waterloo* — Human Kinetics and Leisure data are reported under Lab and Equipment Fees in 1985-86, but reported under Laundry in 1983-84.

13. *Ryerson* — The fees for First Year Early Childhood are for a Red Cross First Aid Course.
    — The fees for Social Work IV are for Typing Papers.

Appendix A vii) Manuals and Duplication

14. *York* — This fee varies greatly across the institution. The fee is charged on a cost-recovery basis and is not intended to generate a profit. No breakdown was available by program.

Appendix A viii) Laundry

15. *York* — No breakdown was provided by program. Total revenue only was reported.

Appendix A ix) Kits

16. Dental fee kit charges are reported as compulsory ancillary fees by Toronto, but not by Western.

17. Medical kit charges are reported as compulsory ancillary fees by McMaster and Queen's, while they are not reported as such by Ottawa, Toronto and Western.

Appendix A x) Travel

18. *Waterloo* — The Architecture fee charge varies annually depending on the location chosen for field trips.

    — The Human Kinetics fee shown represents only partial travel costs, with the university absorbing the balance.

Undergraduate Program-Specific Ancillary Fees
1985-86

Numbered Footnotes (continued)

Appendix A xi) Other

19. *Toronto* — French and Spanish fee of $1,093 represents the total of 4-5 courses with an average fee of $243.00 per course.

20. *Toronto and Trent* — Toronto reported fees for French and Spanish (Year Abroad Activity) only. Trent reported fees in all three languages (French, Spanish and German).

21. Waterloo — Base (University Computer Fee) average fee of $47 represents an average of a range from $28 to $70.

    — Enhancement (Faculty Computer Fee) average fee of $20 represents an average of a range from $12 to $30.

    — Enhancement includes Full-Time ($20) as well as Part-Time ($10 fee).

22. *York* — The $50 reported under Arts and Science (Computer) for 1983-84 is included in Lab Fees in 1985-86.

Changes to 1983-84 report

Appendix A ix) Kits

Western — Dental Fee kits have been eliminated.

Appendix A vii) Manuals and Duplication

Windsor — In 1983-84 the fee for Law was incorrectly listed as $70. The correct fee should be $35.

Appendix A x) Travel

Western — The data entered for Zoology in 1983-84 should be correctly reported under Geology.

Appendix A xi) Registration

Trent — The $40 fee refers to French Year Abroad and the $150 fee refers to Spanish Year Abroad. In 1983-84 they were both reported under Spanish Year Abroad.

85-X Graduate Program Funding —

Management Studies (MMS), Carleton University; Pastoral Studies (MA), University of Ottawa; Computing and Information Science (PhD), Queen's University; Computer Science (MI/MCS), University of Ottawa and Carleton University; Actuarial Science (MMath), University of Waterloo; Social Anthropology (PhD), York University; Adult Education (PhD), University of Toronto (Ontario Institute for Studies in Education); Pharmacology (MSc), University of Ottawa; Pharmacology (PhD), University of Ottawa; Chemistry (MSc), Trent University; Physics (MSc), Trent University; History (MA), Trent University

Introduction

In this memorandum Council continues the practice of submitting annual advice on graduate program approvals as initiated in Advisory Memorandum 83-VIII.

Council offers advice on six new graduate programs and six existing graduate programs. In addition, Council continues the practice of offering a recommended weight for each master's program — it being understood that all doctoral programs, as outlined in the Ministry's *Operating Formula Manual*, will be in Category 8, with a weight of 6, or therefore, 2 per term.

I. New Graduate Programs

Management Studies (MMS), Carleton University

Council has reviewed the advice of its Academic Advisory Committee regarding Carleton's new master's program in Management Studies (see Appendix A) and is satisfied that the program meets the first four funding criteria. Council accepts that there are strong arguments for a graduate business program which concentrates on applied research directed toward the improvement of productivity and innovation in Canadian business.

Of particular note is the overwhelming support shown for the Management Studies program in both private and public spheres. A number of high technology firms stressed that the kind of applied research skills developed by graduates of this program were essential to their corporate survival and expansion. It is Council's understanding that student demand for the program is equally strong.

The Carleton program is unique among graduate business programs in Ontario in terms of its concentration on productivity, innovation and high-technology research problems. The Master of Management Studies is significantly different from existing MBA programs because it is research-oriented, has a thesis requirement and is restricted to students who have completed undergraduate studies in business/commerce or its equivalent. In contrast, MBA programs generally have little or no research component, do not require a thesis and are designed to accommodate students without previous academic backgrounds in business.

As the program is unique and is meeting a need for business graduates with applied research skills in the high technology sector, Council believes it appropriate to recommend the funding of this program, even in a time of economic constraint.

Accordingly, Council *recommends to the Minister:*

OCUA 85-34
FUNDING FOR THE MASTER'S PROGRAM IN MANAGEMENT STUDIES AT CARLETON UNIVERSITY FOR 1987-88

THAT the MMS program in Management Studies at Carleton University be deemed eligible for formula support beginning in 1987-88, and that eligible enrolment, from 1986-87 on, be included in the moving average for the university — the program to be in Category 5, with a weight of 2, or 1 per term, as outlined in the Ministry's *Operating Formula Manual*.

Pastoral Studies (MA), University of Ottawa

Graduate programs in theology are funded automatically at the formula weight of .5 per term. They do not require appraisal by the Ontario Council on Graduate Studies (OCGS) or funding approval by Council or the Ministry, as do other graduate programs. In the early 1980's, the University of Ottawa indicated a desire to have its master's program in Pastoral Studies weighted at a higher level than that automatically granted to theological programs.

Council believes that graduate theology programs seeking a weight of greater than .5 per term should no longer be treated as theology programs with corresponding automatic funding levels. Instead, these programs should be treated as non-theological graduate programs and therefore be expected to meet Council's funding criteria for graduate programs, including quality appraisal, before becoming eligible for funding at a higher weight.

In October, 1984, the Council of Ontario Universities (COU) informed Council that it had accepted OCGS's recommendation that graduate programs in theology should be eligible for funding in the same way as other graduate programs, subject to two conditions:

1. That the program is offered by the university under the jurisdiction of its graduate school and thereby is subject to all of the rules and regulations that this implies; and
2. That the program has been successfully appraised by OCGS.[1]

Council notes that the program in Pastoral Studies, having been successfully appraised by OCGS, was referred to the Academic Advisory Committee of Council. Council has reviewed the advice of its Academic Advisory Committee with respect to the University of Ottawa's new master's program in Pastoral Studies (see Appendix B). Council is satisfied that the program meets the standard funding criteria. The University of Ottawa's Pastoral Studies program is the first theology program to meet Council's criteria for determining the funding eligibility of graduate programs.

The master's program in Pastoral Studies is intended to respond to the contemporary needs of the Church in modern society and is aimed at producing pastoral professionals whose knowledge and abilities are relevant to a variety of community-related services. Council notes that this need is complemented by a very strong student demand for the program, emanating from currently practising pastoral workers, teachers, and health care and family service professionals.

Council recognizes that the Pastoral Studies program is the only theology program in Ontario to combine academic and practical studies with an inter-disciplinary approach to pastoral education. The bilingual nature of course offerings further attests to the uniqueness of the program.

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[1] Letter from Dr. E. Monahan, Executive Director, COU to Mrs. M. Paikin, October 9, 1984.

As the master's program in Pastoral Studies is meeting a societal need for pastoral professionals with broad academic backgrounds and practical experience in community-related services, and is clearly unique, Council believes that this program should be funded even in a time of economic constraint.

Accordingly, Council *recommends to the Minister:*

OCUA 85-35
FUNDING FOR THE MASTER'S PROGRAM IN PASTORAL STUDIES AT THE UNIVERSITY OF OTTAWA FOR 1987-88

THAT the MA program in Pastoral Studies at the University of Ottawa be deemed eligible for formula support beginning in 1987-88, and that eligible enrolment, from 1986-87 on, be included in the moving average for the university — the program to be in Category 6, with a weight of 3, or 1 per term as outlined in the Ministry's *Operating Formula Manual*.

Computing and Information Science (PhD), Queen's University

Council has reviewed the advice of its Academic Advisory Committee regarding Queen's new doctoral program in Computing and Information Science (see Appendix C) and is satisfied that the program meets the first four funding criteria.

It is Council's understanding that a critical shortage of doctoral graduates exists in Computer Science, illustrated by current shortages of faculty in Canadian universities and of qualified research staff in the private sector. Council accepts that there will be an increasing societal demand for doctoral graduates in Computer Science based on the projections of the Natural Sciences and Engineering Research Council of Canada, Snowbird Conference Reports and the Canadian Information Processing Society.

Although there are currently two doctoral programs in computer science in Ontario, Council accepts the Academic Advisory Committee's argument that exceptional circumstances involving societal need exist such that a case for justifiable duplication can be made with respect to this program.

Council acknowledges that the doctoral program at Queen's University is complemented by well established undergraduate and graduate programs in Computing and Information Science.

Given these particular circumstances, Council recommends this program be eligible for formula support, even in a time of economic constraint.

Accordingly, Council *recommends to the Minister:*

OCUA 85-36
FUNDING FOR THE DOCTORAL PROGRAM IN COMPUTING AND INFORMATION SCIENCE AT QUEEN'S UNIVERSITY FOR 1987-88

THAT the PhD program in Computing and Information Science at Queen's University be deemed eligible for formula support beginning in 1987-88, and that eligible enrolment from 1986-87 on, be included in the moving average for the university.

Computer Science (MI/MCS), University of Ottawa and Carleton University

Council has examined the advice of its Academic Advisory Committee concerning the new joint master's program in Computer Science offered by the University of Ottawa and Carleton University (see Appendix D) and is satisfied that the program meets the first four funding criteria. Council recognizes a growing demand for highly-trained computer scientists and notes that the need for computer science personnel in the Ottawa region in particular, is expected to increase dramatically into the 1990s. Council believes that this program will address the growing demands of the high-technology sector for computer scientists. Council notes that the bilingual nature of the program will broaden employment opportunities for francophone students and reduce the considerable shortage of bilingual computer specialists.

Council acknowledges that the joint nature of this computer science program is unique, however, it has found that there is some overlap in course offerings. Council understands that such duplication is being phased out and encourages the elimination of course duplication. Council endorses Carleton and Ottawa's efforts to combine resources and notes that all graduate programs in Science and Engineering at these institutions are now offered jointly.

In light of the above, Council recommends that this program should be funded even in a time of economic constraint.

Accordingly, Council *recommends to the Minister:*

OCUA 85-37
FUNDING FOR THE MASTER'S PROGRAM IN COMPUTER SCIENCE AT UNIVERSITY OF OTTAWA/CARLETON UNIVERSITY FOR 1987-88

THAT the MI/MCS program in Computer Science at University of Ottawa/ Carleton University be deemed eligible for formula support beginning in 1987-88, and that eligible enrolment in each university, from 1986-87 on, be included in the moving average for that university — the program to be in Category 7, with a weight of 4, or 1.333 per term, as outlined in the Ministry's *Operating Formula Manual*.

Actuarial Science (MMath), University of Waterloo

Council has reviewed the advice of its Academic Advisory Committee concerning the University of Waterloo's new master's program in Actuarial Science (see Appendix E). Council is satisfied that the program meets the first four funding criteria.

Council notes that this program will assist in alleviating a current shortage of faculty in Actuarial Science and will increase the level of Canadian research activity in this discipline. A current shortage of actuaries, particularly in the insurance industry, will also be reduced by the graduates of this program.

Council understands that a program devoted exclusively to actuarial science is unique among English-speaking universities and that Waterloo has assembled the largest faculty of Actuarial scientists in North America.

As this program is unique in its exclusive focus on advanced actuarial and related research and is meeting a current and projected demand for actuaries in industry and academia, Council believes that it should be funded even in a time of economic constraint.

Accordingly, Council *recommends to the Minister:*

OCUA 85-38
FUNDING FOR THE MASTER'S PROGRAM IN ACTUARIAL SCIENCE AT THE UNIVERSITY OF WATERLOO FOR 1987-88

THAT the MMath program in Actuarial Science at the University of Waterloo be deemed eligible for formula support beginning in 1987-88, and that eligible enrolment, from 1986-87 on, be included in the moving average for the university — the program to be in Category 6, with a weight of 3, or 1 per term as outlined in the Ministry's *Operating Formula Manual*.

Social Anthropology (PhD), York University

Council has reviewed the advice of its Academic Advisory Committee regarding the new doctoral program in Social Anthropology at York University (see Appendix F). Council endorses the Committee's findings that the program does not meet all of Council's funding criteria.

Accordingly, Council *recommends to the Minister:*

OCUA 85-39
FUNDING FOR THE DOCTORAL PROGRAM IN SOCIAL ANTHROPOLOGY AT YORK UNIVERSITY FOR 1987-88

THAT the PhD program in Social Anthropology at York University be deemed ineligible for formula support.

II. Existing Graduate Programs

In Advisory Memorandum 83-VIII, Council indicated that funding should be withdrawn from any existing graduate program which failed:

a) to be of acceptable academic quality, as certified by the Council of Ontario Universities (COU), and/or
b) to meet a justifiable need.[2]

In the 1984-85 annual report of the Ontario Council on Graduate Studies one program was reported in the "d" category and two programs were withdrawn from the appraisal process at the request of the university involved. In the case of these three programs, as COU cannot verify that they are of acceptable academic quality, Council believes that it must recommend that funding be withdrawn.

Accordingly, Council *recommends to the Minister:*

OCUA 85-40
FUNDING FOR THE MASTER'S PROGRAM AND DOCTORAL PROGRAM IN PHARMACOLOGY AT THE UNIVERSITY OF OTTAWA AND THE DOCTORAL PROGRAM IN ADULT EDUCATION AT THE UNIVERSITY OF TORONTO (OISE)

THAT enrolment in the MSc and PhD programs in Pharmacology at the University of Ottawa and the PhD program in Adult Education at the University of Toronto (Ontario Institute for Studies in Education) be deemed ineligible for formula support, commencing in 1986-87.

Trent University

It has been understood by Trent University that, as part of the process of differentiation in the graduate program area, single discipline graduate programs would be discontinued as soon as commitments to current students were met.[3] Concerning the progressive elimination of single discipline graduate programs in Chemistry, Physics and History, it should be noted that there is now no enrolment in Chemistry and Physics and that the sole remaining History graduate student will convocate in the Spring of 1986.

In order to complete the differentiation process with respect to graduate program offerings at Trent, Council recommends that funding for these three programs be discontinued.

Accordingly, Council *recommends to the Minister:*

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[2] Ontario Council on University Affairs, *Tenth Annual Report*, 1983-84, p. 74.

[3] Graduate programs in Anthropology and Watershed Ecosystems/Freshwater Science are exempt from this provision.

OCUA 85-41
FUNDING FOR THE MASTER'S PROGRAMS IN CHEMISTRY, PHYSICS AND HISTORY AT TRENT UNIVERSITY

THAT enrolment in the MSc programs in Chemistry and Physics and the MA program in History at Trent University be deemed ineligible for formula support, commencing in 1986-87.

Council will continue to monitor the quality of, and the need for, existing funded graduate programs, and will advise accordingly each year.

M. Paikin
Chairman

February 21, 1985

Appendix A

ONTARIO COUNCIL ON UNIVERSITY AFFAIRS
ACADEMIC ADVISORY COMMITTEE

Master of Management Studies (M.M.S.), Carleton University - New Graduate Program Considered for Formula Funding

On June 29, 1985, Carleton University requested that Council consider for funding approval its new Master of Management Studies program. Council, according to established procedures, referred the program to its Academic Advisory Committee. The Committee's findings with respect to the application of Council's funding criteria are summarized below.

1. Academic Appraisal

The Council of Ontario Universities has certified that the program has passed a rigorous academic appraisal (February, 1985), and, at the time of appraisal, did not require any improvements.

2. Need

In assessing the societal need for the program, the Committee noted that the focus of the program will be on applied research directed toward developing productivity and innovation in Canadian business. Students in the program will develop, through their course work and thesis, the applied research skills required to undertake, manage and evaluate business research and will be prepared for managerial and policy roles in Canadian business. The Canadian technology industry is expected to be the main beneficiary of this new graduate program in management.

The Committee examined documentation from Carleton University which provided evidence of considerable support for the M.M.S. program from high technology firms located in the Ottawa-Carleton region. This support was documented in terms of: a) letters from private industry and research institutes; b) industry and government's willingness to provide M.M.S. students with suitable environments in which to conduct their research studies; and c) donations of computer hardware and software.

The many strong letters of support for the M.M.S. program received by the School of Business at Carleton attest to the need for research-oriented business graduates. Firms operating in the technology sector in particular have indicated that the kind of applied research skills developed by this new graduate program are essential for their future survival and expansion.

Many companies have expressed their eagerness to provide suitable environments for M.M.S. students during the research/thesis stage of the program and the School of Business has developed a number of links with both private industry and government in order to provide a variety of research opportunities for its graduate students. According to the university, the type of research undertaken will focus on the following areas: management of high technology firms; management of technical innovation in organizations; and management of the social impact of high technology. Students who entered the program in September, 1985 are planning to proceed with thesis work in a number of areas:

> . . . decision making and control in multinational high technology firms; management of technological transfer between Canada and countries in the Pacific rim; financing the growth of advanced technology firms; consumer attitudes toward productivity software tools; management of computer integrated manufacturing systems; management of process technologies and the effectiveness of introducing fourth generation document tracking systems in government organizations.[1]

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[1] Carleton University, *Response to OCUA Request for Additional Information*, October 25, 1985, p. 4.

Further evidence of private sector support is demonstrated by the announcement by Hewlett-Packard (Canada) Ltd. that it will donate an HP-3000 Series III Super Mini Computer (value of hardware and software approximately $220,000) to the School of Business for the purpose of providing M.M.S.-related research with adequate computing support.

The overwhelmingly positive response from both government agencies and departments and private industry to the M.M.S. program has convinced the University of the need for graduates with business research skills.

> We now know, from actual experience, that the demand in the Ottawa-Carleton region alone for research-oriented business graduates is much greater than we can hope to produce through this program over the next few years.[2]

Carleton University announced in March 1985 that the School of Business would be offering the M.M.S. program beginning the following September. Despite this late announcement the School had responded to over 400 requests for information by September. The enrolment target for the first year of operations was set at 5 full-time and 2 part-time students. However, the student demand for the program exceeded expectations and the School of Business admitted 9 full-time and 2 part-time students for the 1985-86 academic year. Although most were qualified, 19 applicants were denied admission to the program. Carleton encountered no difficulty in attracting outstanding students in the first year of the program and a very high demand is anticipated for entry to the program in September, 1986.

The Committee is satisfied that there is both a societal need and student demand for the program.

3. Uniqueness

The Carleton program is unique among graduate business programs in Ontario in terms of its research orientation and its concentration on productivity, innovation and high technology research problems. The Master of Management Studies differs from the existing MBA programs offered in the Province. The MBA programs commonly include coverage of much of the material found in 3rd and 4th year courses in undergraduate business/commerce programs, have little or no research component, do not require a thesis and are designed to accommodate students who have no academic background in business. The M.M.S. program is a research-oriented program with a thesis requirement and is restricted to students who have completed undergraduate studies in business/commerce or its equivalent. While the MBA programs are designed to fit existing professional requirements of the Canadian business community, the focus of the M.M.S. is on research and analysis on productivity and innovation in that same sector.

4. Aims, Objectives and Existing Strengths

The Master of Management Studies program will complement the existing strengths of Carleton's other graduate programs (Engineering, Computer Science and International Affairs) which give special emphasis to technology, productivity and innovation. The M.M.S. program is included in Carleton University's five-year graduate plan and the Committee is satisfied that the program is consistent with the aims, objectives and existing strengths of the University.

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[2] *Ibid.*, p. 4.

5. Funding

The Committee, therefore, recommends to Council that:

the master's program in Management Studies at Carleton University be recommended by Council as being eligible for formula funding support.

Academic Advisory Committee
November 20, 1985

Appendix B

ONTARIO COUNCIL ON UNIVERSITY AFFAIRS

ACADEMIC ADVISORY COMMITTEE

Master of Arts in Pastoral Studies (M.A.), University of Ottawa — New Graduate Program Considered for Formula Funding

On July 31, 1985, the University of Ottawa requested that Council consider for funding approval the Master's program in Pastoral Studies offered at St. Paul University. Saint Paul University has been federated with the University of Ottawa since 1965, prior to which date the two institutions formed one university. By virtue of that federation, St. Paul University civil degrees are conferred jointly with the University of Ottawa. The M.A. program in Pastoral Studies is offered by St. Paul University under the jurisdiction of the graduate school of the University of Ottawa and is subject to the rules and regulations thereby implied.

Council, according to established procedures, referred the program to its Academic Advisory Committee. The Committee's findings with respect to the application of Council's funding criteria are summarized below.

1. Academic Appraisal

The Council of Ontario Universities has certified that the program has passed a rigorous academic appraisal (December, 1980), and, at the time of appraisal, did not require any improvements.

2. Need

In its submission, St. Paul University describes pastoral studies as "the means of educating people in pastoral ministry — the services of the churches for their own growth and the well-being of society".[1] The submission goes on to state that "the churches are a significant component of modern Canadian society and their needs are part of societal need."[2] The M.A. in Pastoral Studies is intended to respond to the contemporary needs of the churches in modern society and, according to the University, the needs can be described on three levels:

> Firstly, the need for an applied theology which would be rigorous in its critical attention to contemporary manifestations of religious and church behaviour. Secondly, the need for the methods and insight of the human sciences in understanding the place and functioning of the churches in society. In particular, the training of church leaders in the use of empirical method in their practice of ministry is a need worthy of special mention. Thirdly, the need to incorporate professional models of training for persons engaged in people care work.[3]

The M.A. in Pastoral Studies attempts to focus on these levels of need in its training of general practitioners in ministry, teachers, family and community workers and health care workers. The University, in its submission, claims that the program meets a societal need:

> . . . not only by providing a new model of training for the churches' own betterment and role in society, but also produces a caring professional whose activities are apt for other areas of service.[4]

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[1] *Request for Funding, M.A. Programme in Pastoral Studies, University of Ottawa and Saint Paul University*, July 31, 1985, p. 1.

[2] *Ibid.*, p. 1.

[3] *Ibid.*, p. 2.

[4] *Ibid.*, p. 2.

The M.A. in Pastoral Studies is aimed at producing pastoral professionals whose knowledge and abilities are relevant to many areas of service to the community.

In assessing the need for the program, the Committee accepted the arguments put forward by St. Paul University with respect to the contemporary requirements of the churches in modern society, that these needs are part of societal need and that the M.A. in Pastoral Studies is designed to respond to the changing demands placed on the churches. The Committee was particularly impressed by the number and character of the students seeking the M.A. in Pastoral Studies. A total of 113 students, 91 full-time and 22 part-time, are enrolled in the program for 1985-86. A similar number has been enrolled each year since the M.A. began in 1981-82. During this period St. Paul University has documented a ratio between 2:1 and 3:1 of applicants to spaces available in the program. The majority of students accepted into the program are people already qualified and employed as pastoral workers (i.e. priests, pastors, pastoral assistants), teachers, family service agents or health care professionals. Of the 264 students who have been enrolled in the program since its inception in 1981, 38% were pastoral workers, 19% were teachers, 9% were social workers, and 8% were nurses. The average age of the students has usually been above thirty and for several years approached forty.

The Committee believes that the character of the student population, the high student demand for the program and the program's consistently high enrolment levels provide clear evidence of the need for the M.A. in Pastoral Studies.

3. Uniqueness

The M.A. in Pastoral Studies is intended to provide applied training for pastoral practice. This is achieved through a program of study which is both academic and professional. Candidates for the M.A. in Pastoral Studies at St. Paul University must concentrate in one of four areas of specialization:

a) General Ministry;
b) Counselling Ministry;
c) Pastoral Groupwork in Family and Community; and
d) Pastoral Care in Health Care Services.

A student must complete 68 credits in the concentration chosen, including: 36 in Theology and Social Science course work; 24 in the Practicum; and either 8 or 4 in one of the research options or in additional electives depending on the research option chosen. The academic courses which comprise the Pastoral Studies program are taken from the disciplines of theology, psychology, and sociology. While the disciplines are distinct,their orientation is pastoral:

> In pastoral studies, theology examines the contemporary faith, religious experience, and practices of the churches in terms of their biblical, ritual, and systematic expression and grounding. The social sciences address the same field of experience as part of the wider fabric of human experience and behaviour. Together they illuminate what is happening in the life of the churches in contemporary society.[5]

The professional dimension of the program is found in the practicum. Its goal is to prepare a practitioner or pastoral professional by developing the necessary skills and attitudes through intensive field experience, training and supervision. The practicum involves, in total, 1,028 hours through the duration of the student's program. The settings for the field experience include church-related and social service institutions and St. Paul University's fully equipped Centre for Counselling and Pastoral Services.

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5. University of Ottawa and St. Paul University, *Response to OCUA Request for Additional Information*, September 30, 1985, Part II, p. 2.

In assessing the uniqueness of this program the Committee examined the more traditional theology programs offered in the Province. These programs tend to be either academic *or* professional in their orientation. The academic programs in theology often constitute one faculty and involve a number of specializations such as biblical studies, historical theology, dogmatics, systematics, theological thesis, etc. The professional programs in theology combine applied theology with experiences in supervised practice. In its submission, St. Paul University highlights what, in its view, are the major differences between the more traditional theology programs and the Pastoral Studies program.

> The academic type theological programs have no practicum and hence make no professional claims. The M.Div. type programs do have a field experience component and some training. They lack the multi- and inter-disciplinary courses of our Pastoral Studies which undergird our practicum; they lack our research component which teaches our students to develop and evaluate empirically and experientially the skills, attitudes and patterns of growth characteristic of the practicum. In the Ottawa program, the number of credits — 68, all in pastoral studies over five trimesters with a research project or thesis — is unique.[6]

The Committee recognizes that, unlike any other theological program in the province, the M.A. in Pastoral Studies has been unconditionally approved by the Ontario Council on Graduate Studies. In addition, the program is offered by St. Paul University under the jurisdiction of the University of Ottawa's School of Graduate Studies. Until the program had been appraised and approved by OCGS, it was treated as all other theological programs in denominational institutions, as an undergraduate program. These factors alone place the program in a unique position among theological colleges in Ontario.

Finally, the Committee notes that another unique feature of the M.A. in Pastoral Studies lies in its bilingual nature. Students may take courses in the language of their choice and the program exists completely in both languages with the exception of the Health Care concentration which is offered only in English.

The Committee is satisfied that the program is unique.

4. Aims, Objectives and Existing Strengths

The program's religious focus and bilingual nature are entirely consistent with the aims and objectives of the University of Ottawa. The program has been offered by the Institute of Pastoral Studies at St. Paul University since 1981-82 and the requisite teaching staff and other resources are presently in place.

5. Funding

The Committee, therefore, recommends to Council that:

> the master's program in Pastoral Studies at the University of Ottawa be recommended by Council as being eligible for formula funding support.

Academic Advisory Committee
November 20, 1985

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[6] *Ibid.*, p. 3.

Appendix C

ONTARIO COUNCIL ON UNIVERSITY AFFAIRS

ACADEMIC ADVISORY COMMITTEE

Computing and Information Science (Ph.D.), Queen's University - New Graduate Program Considered for Formula Funding

On September 3, 1985, Queen's University requested that Council consider for funding approval its new doctoral program in Computing and Information Science. Council, according to established procedures, referred the program to its Academic Advisory Committee. The Committee's findings with respect to the application of Council's funding criteria are summarized below.

1. Academic Appraisal

The Council of Ontario Universities has certified that the program has passed a rigorous academic appraisal (June, 1985), and, at the time of appraisal, did not require any improvements.

2. Need

In assessing the need for this program the Committee relied on documentation provided by Queen's University and the Canadian Information Processing Society.

The urgent need for doctoral graduates in Computer Science has been documented in recent Snowbird reports. The Snowbird Conference is a biennial meeting held in Snowbird, Utah, organized by the Computer Science Board and attended by Chairmen of Ph.D.-granting Computer Science Departments in both the United States and Canada. The 1980 Snowbird Report, "A Discipline in Crisis" focused on the severe manpower shortages in the computing science field and stated that the shortfall was most acute at the Ph.D. level, with the current supply of new Ph.D. graduates in Canada and the United States being approximately 15% of the demand. The report warned that:

> Unless the trend reverses, we will soon lose our lead in computer technology because we cannot train enough computer experts and because we cannot conduct the basic research to ensure a continuing supply of new concepts for the long term future. Some of the symptoms of the crisis include:
>
> > About 200 new PhDs graduated in 1979 (down from 256 in 1975) as compared with 1300 positions seeking PhDs.
> >
> > Fewer than 100 new PhDs sought academic positions as compared with over 600 academic positions known to be open.[1]

A subsequent report which followed the 1982 meeting concluded that the critical situation had not yet been ameliorated and that while Ph.D. graduates in computer science were being produced at a rate of 250 per year, the number of openings for doctoral graduates remained at approximately 1,300.

The significant problems associated with recruiting qualified faculty is linked to the insufficient number of graduate students completing Ph.D. programs each year. Data gathered at the 1984 Snowbird Conference indicated that:

> There were over 200 vacancies last academic year in the 56 departments reporting out of 91 Ph.D.-granting departments in North America, a figure that has remained relatively unchanged for the past several years. Many of these 250 accepted positions in industry; a significant percentage was foreign students who returned to their native countries. The issue is clear. There were

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[1] The 1980 Snowbird Report — A Discipline in Crisis, *Communications of the ACM*, June 1981, p. 2.

far fewer Ph.D.'s granted than were needed to fill the positions reported, disregarding the remaining 35 Ph.D.-granting departments and the hundreds of other academic positions seeking Ph.D.-level faculty to teach computer science courses in departments offering MSc, BSc, and other degrees.[2]

In Canada there were 50 faculty vacancies in Canadian university computer science programs in 1984. However, only 23 new Ph.D.s were produced in 1982/83. Given that some of these Ph.D.s were attracted to academic positions in the United States, the shortfall becomes even more severe for academic positions alone without considering the requirements for doctoral graduates in both industry and government.

Queen's University provided the Committee with information contained in a recently prepared review of "Research Talent in the Natural Sciences and Engineering, Supply and Demand Projections to 1990" undertaken by the Natural Sciences and Engineering Research Council of Canada. The report documents a range of expected projections. Using a very conservative growth projection for the Canadian economy, a significant shortage (approximately 30) of doctoral graduates for the Physical Sciences and Mathematics (includes computing) is anticipated during the next five years. The shortfall becomes larger (approximately 200-300) assuming greater increases in economic growth and research and development. The report states conclusively that:

> . . . any attempt to increase R & D expenditure as a percentage of GNP (GERD/GNP) will be severely limited by a shortage of skilled manpower. Furthermore, to achieve any reasonable levels of national R & D literacy during the 1990s, the process of building for that growth must begin now.[3]

The Committee consulted with the Canadian Information Processing Society (CIPS) on the societal need for doctoral graduates in Computer Science. In supporting the evidence contained in recent Snowbird reports documenting the urgent need for Ph.D. graduates, CIPS states that:

> . . . if there is an error, it is in understating the size of the problem. In our visits to Canadian Universities, we have encountered a consistent requirement for PhD.'s to fill academic positions, and the expressed concern about the lack of suitable candidates. Some Computing Science department chairmen have also expressed concern about the new PhD. graduates being attracted by the higher salaries and interesting projects available in private industry. This situation is certainly true at the present time. There are not enough PhD.'s in Computer Science being produced in North America.[4]

With respect to the long-term employment outlook for doctoral graduates CIPS acknowledges that the situation is more uncertain since it involves industry projections, however, it is their belief that:

> . . . the industry is going to grow more rapidly than the Universities can increase their capacity to produce PhD. graduates in Computer Science. The current shortage is likely to become worse in the longer term — not better. For these reasons, CIPS supports an increase in good PhD. programs in Canada.[5]

Queen's University has indicated that the demand from its students for a doctoral program has been significant. Despite the late date of approval for the implementation of the doctoral program there were six qualified applicants for Ph.D. study to begin in September and two were admitted to the program. The master's program in computer science at Queen's is the largest and best developed in Ontario with 52 full and part-time students enrolled in 1984-85. In light of the size of the existing master's program and the application pressure experienced thus far, Queen's should have no difficulty in meeting the planned enrolment targets of 7 in 1986/87 and 15 in 1987/88.

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[2] The 1984 Snowbird Report — Future Issues in Computer Science, *Communications of the ACM*, May, 1985, p. 491.

[3] Natural Sciences and Engineering Research Council of Canada, *Completing the Bridge to the 1990's*, June, 1985, p. 129.

[4] Letter from Mr. Gary D. Hadford to Mrs. M. Paikin, November 27, 1985.

[5] Letter, November 27, 1985.

There are presently two doctoral programs in computer science in Ontario, at the Universities of Toronto and Waterloo. The enrolment in the Toronto program is currently at 68 (58 FT and 10 PT) students and, at present, 15 new Ph.D. students are accepted into the program each year. The Department of Computer Science at the University of Toronto reports that the doctoral program is at full capacity and there are no plans to accommodate increases in doctoral enrolment over the short-term. Enrolment in the doctoral program at the University of Waterloo is currently at 52 (47 FT and 5 PT) students and approximately 15 new Ph.D. students are admitted to the program each year. The Department of Computer Science at Waterloo has indicated that it could accommodate 2-3 more new admissions each year to the doctoral program for the next few years.

The Committee does not consider the unused capacity at Waterloo to be a negative factor in its determination of the need for the new doctoral program at Queen's. The Committee notes that the Queen's program will be small in comparison to the existing doctoral programs at Toronto and Waterloo. The demand from students for the Queen's program appears to be solid and the evidence in support of the need for more doctoral graduates in computing science is very strong.

The Committee is satisfied that there is both a societal need and student demand for the program.

3. Uniqueness

The proposed Queen's program, like the programs at Toronto and Waterloo, is comprehensive in nature and there will be some overlap with the existing programs. While acknowledging that there will be some duplication, the Committee is persuaded by the considerable evidence which suggests not only that the demand today for Ph.D. graduates is substantial but that computing science and computing technology are growing very rapidly and the need for doctoral graduates in this field will continue far into the future.

Given the situation with respect to the societal need for doctoral graduates in computing and information science, the Committee believes that this is a case of justifiable duplication.

4. Aims, Objectives and Existing Strengths

The Department of Computing and Information Science at Queen's offers an undergraduate program and master's program which are both well established. The Department has developed strong relationships and collaborative research projects with the Departments of Mathematics and Statistics, Electrical Engineering, Psychology, Physics, Chemistry and the Faculty of Medicine. The program is included in the five-year graduate plan of the University and is entirely consistent with the aims, objectives and existing strengths of the University.

5. Funding

The Committee, therefore, recommends to Council that:

> the doctoral program in Computing and Information Science at Queen's University be recommended by Council as being eligible for formula funding support.

Academic Advisory Committee
December 18, 1985

Appendix D

ONTARIO COUNCIL ON UNIVERSITY AFFAIRS
ACADEMIC ADVISORY COMMITTEE

Master of Computer Science (M.I. or M.C.S.), University of Ottawa and Carleton University — New Joint Graduate Program Considered for Formula Funding

On January 14, 1985, Carleton University and the University of Ottawa requested that Council consider for funding approval their joint master's program in Computer Science. Council, according to established procedures, referred the program to its Academic Advisory Committee. The Committee's findings with respect to the application of Council's funding criteria are summarized below.

1. Academic Appraisal

The Council of Ontario Universities has certified that the program has passed a rigorous academic appraisal (June, 1982), and, at the time of appraisal, did not require any improvements.

2. Need

The Committee notes that the joint master's program in Computer Science which began enrolling students in September of 1982 was developed partially in response to the report of the Advisory Committee on Academic Planning (ACAP) in 1975 on mathematical science programs. One of the recommendations contained in the report called for Carleton University and the University of Ottawa to initiate "long range plans for developing a comprehensive joint program of academic work in Computer Science for the Ottawa area."[1]

In assessing the societal need for this program the Academic Advisory Committee recognized that the National Capital Region contains a heavy concentration of computer-based enterprises and has developed into a principal centre of high technology in Canada. The Committee examined the results of a 1983 survey undertaken by the Faculty of Engineering at Carleton University to determine the professional skills requirements of the high-technology sector in the Ottawa area for the decade 1983-1993. The survey indicated that the forecasted need for computer science personnel in the Ottawa region will grow from the approximately 1,400 employed in 1983 to approximately 7,000 in 1993. Given the dynamic nature of the high technology industry the results of the survey can only be considered as a rough estimate of future demand. However, the data clearly indicate that the demand for highly-trained computer scientists is growing and will continue to grow throughout the next decade.

The Committee was also provided with letters from government agencies and departments and private industry indicating their strong support for the joint master's program in Computer Science. The letters expressed, in very definite terms, the urgent need for trained computer scientists to provide much needed expertise in the high technology sector.

In addition to addressing, generally, the growing demand from the high technology sector for computer scientists, the joint master's program offered at Carleton/Ottawa will, because of its bilingual nature, also meet the specific needs of the francophone students of Ontario and will help to alleviate the shortage of bilingual computer specialists which currently exists in Canada.

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[1] Council of Ontario Universities, *Perspectives and Plans for Graduate Studies*, Mathematical Sciences, 1975, p. 4 of the Advisory Committee on Academic Planning Report.

There has been a consistently strong demand for the program since its inception in 1982. Enrolment in the program has increased from 10 students in 1982 to 49 for the 1985/86 academic year. In addition, application statistics reflect a steady increase in the demand from students for entry to the program and indicate a high ratio each year of qualified applicants to spaces available in the program. The current enrolment is split evenly between the two universities (24 at Carleton and 25 at the University of Ottawa) and approximately 50% of the students enrolled are part-time students currently employed in government and local industry.

On the basis of this evidence the Committee is satisfied that there exists both a societal need and student demand for this program.

3. Uniqueness

At present, McMaster, Queen's, Toronto, Waterloo and Western all offer master's programs in Computer Science. In light of the strong societal need for this program, uniqueness is not considered to be crucial. However, the Committee notes that the program offered at Carleton/Ottawa combines the strengths of two participating universities and is the first joint graduate program in Computer Science to be offered in Canada. As noted earlier, the program is bilingual and enables students to meet all of their academic requirements in either French or English.

4. Aims, Objectives and Existing Strengths

Both Carleton and Ottawa have committed substantial resources to the program since its inception in 1982 and all of the requisite strengths are clearly in place. The master's program in Computer Science provides evidence of the serious commitment that Carleton and Ottawa have made to combining their resources in Science and Engineering and to the growing field of high technology. This commitment is further demonstrated by the involvement of both institutions with the Ottawa-Carleton Research Institute. The institute is a non-profit research cooperative set up to provide industrial/ academic collaboration in the high technology fields of micro-electronics, communications and computers. The Master's program in computer science is an integral part of the work undertaken at the institute.

The program has appeared in each institution's five-year graduate plan and the Committee is satisfied that the program is consistent with the aims, objectives and existing strengths of Carleton University and the University of Ottawa.

5. Funding

The Committee, therefore, recommends to Council that:

> the joint master's program in Computer Science at Carleton University and the University of Ottawa be recommended by Council as being eligible for formula funding support.

Academic Advisory Committee
November 20, 1985

Appendix E

ONTARIO COUNCIL ON UNIVERSITY AFFAIRS

ACADEMIC ADVISORY COMMITTEE

Master of Mathematics in Actuarial Science (M.Math.), University of Waterloo — New Graduate Program Considered for Formula Funding

On December 5, 1984, the University of Waterloo requested that Council consider for funding approval its new Master's program in Actuarial Science. Council, according to established procedures, referred the program to its Academic Advisory Committee. The Committee's findings with respect to the application of Council's funding criteria are summarized below.

1. Academic Appraisal

The Council of Ontario Universities has certified that the program has passed a rigorous academic appraisal (November 1983), and, at the time of appraisal, did not require any improvements.

2. Need

In examining the need for this program, the Committee has relied on documentation from the University of Waterloo and the Canadian Institute of Actuaries.

Actuaries are expected to be experts in the theory and practice of statistics, especially those relating to mortality, sickness, retirement and unemployment. As one would expect, then, the proposed master's level courses cover the above areas, including pricing and valuation, investment, risk selection and theory, taxation and casualty insurance. Students are required to achieve standing in at least eight one-term courses plus a major graduate essay. At least four courses in Actuarial Science are required. A thesis may replace some of the course requirements and a student's elective courses are chosen in consultation with a faculty advisor. These electives may be drawn from such departments as computer science, combinatorics and optimization, statistics, health studies, management science and economics. A co-op component will be introduced shortly. Students may enrol in the program on a full-time or part-time basis.

The university has designed the program to cater to four potential student groups:

(i) Graduates of actuarial programmes from Waterloo or other universities .
(ii) Students from disciplines other than actuarial science, who wish to obtain actuarial education.
(iii) Foreign students from countries that have no or few actuarial education programmes.
(iv) Persons already in the profession who wish to obtain additional specialized education either on a full-time or part-time basis. (There are currently more than 100 non-degree students in Waterloo's graduate courses.)

The University describes the program as being intended to:

> . . . provide advanced university-based training in actuarial science. As well as providing academic training which will aid the student in meeting professional requirements, the programme will go much further. The courses will be at a high academic level and acquaint the student with recent advances and research activities in actuarial science. Due to a rapidly changing financial environment, insurance, pensions and other financial security programmes are constantly under pressure to change to meet current needs. Both Provincial and Federal governments are involved in the regulation of insurers and

> pension plans and many of the items of concern in this regulatory process are actuarial in nature. The public interest is best served if actuaries, whether regulators or in industry, have extensive technical skills and are familiar with the latest developments in their field. The programme being proposed is an effective way to provide future practitioners with the requisite skills and knowledge.[1]

The University estimates that graduates of this program will be highly qualified for employment now and in the future. The University also notes that there is a shortage of faculty members in Actuarial Science who hold doctoral degrees and that, therefore the

> . . . profession has failed to maintain a level of research activity comparable to related professions such as accountancy. A higher level of research activity can be one of the benefits of an academically strong, professionally oriented graduate programme.[2]

Increased research activity is perceived as a desirable side-effect of the program as well as possibly encouraging more academically oriented students to pursue advanced level work in the field . The primary goal of the program, however, is to prepare students for employment in actuarial work in industry.

There are six existing graduate statistics courses in the Actuarial Science program whose course content is fairly directly related to six of the professional examinations administered by the Canadian Institute of Actuaries. There are at present ten such qualifying examinations, but graduates of an undergraduate program in Actuarial Science are usually prepared for writing only four or five of the ten. If all ten are passed successfully, then one becomes a fellow of the Institute. Students prepare for the other six examinations on a self-study basis or by enrolling in extension courses at Waterloo. So that students in the master's program in Actuarial Science do not become too narrowly specialized and so that some research-oriented work and work in related fields such as Computer Science, Statistics, Combinatorics and Optimization, Mathematics and Economics may be undertaken, students in the program are allowed to take only two of the six courses whose content is most directly related to the Institute's examinations. Students would, therefore, be able both to explore a particular area within actuarial science through a graduate essay or thesis and also to be exposed to a broad range of advanced course work in actuarial science and several related fields.

This program orientation, according to the Institute, will make graduates "much more employable."[3] At the same time, until the program has been able to establish a track record of achievement, it is likely that the great majority of students will probably continue to pursue fellowship in the usual manner, i.e., by proceeding directly after undergraduate studies to study exclusively for the Institute's final examinations. However, as the University has been receiving approximately over 350 inquiries per year about the possibility of pursuing graduate level work in Actuarial Science and as more than 100 non-degree students each year enrol in Waterloo's extension courses in Actuarial Science, it is likely that there will be a suitable pool of candidates for the program — enough to sustain a projected steady-state enrolment of 10-15 students per year. At present 5 students are enrolled in the program.

The Committee consulted with the Canadian Institute of Actuaries on the societal need for the program. The Institute supplied the Committee with its 1983 *Report on the Future Need For Actuaries*, which indicated a general societal need for actuaries, based on responses from 77 companies (mainly insurance). This employment survey projected a need for 357 more fellows, Canada-wide, by 1987, with a need for an additional 268 fellows required by 1992.

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1. Addendum to *Proposal for a Master of Mathematics Programme in Actuarial Science*, University of Waterloo, 1984, p. 1.
2. *Proposal for a Master of Mathematics Programme in Actuarial Science*, University of Waterloo, 1984, p. 1.
3. Letter from Mr. Colin E. Jack to Mrs. M. Paikin, February 18, 1985.

As well, there will be a need for 126 additional non-fellows (i.e. those who have not yet successfully passed all ten qualifying examinations) by 1987 and an additional 128 by 1992. A large percentage of this demand will likely come from insurance firms based in Ontario — 66% of the demand for fellows and 60% of the demand for students.

In addition, the Institute argues in its letter that insurance companies "can only maintain their competitive edge if they have access to new practical actuarial research such as would arise from the proposed program at Waterloo."[4]

On the basis of this evidence, the Committee is satisfied that there is a student demand and societal need for this program.

3. Uniqueness

Though some other universities in the province, notably the University of Western Ontario, provide some graduate-level courses in Actuarial Science within Statistics departments, only the University of Waterloo, among English-speaking universities, has a program devoted exclusively to Actuarial Science.

The Committee is satisfied that this program meets Council's uniqueness criterion.

4. Aims, Objectives and Existing Strengths

Waterloo has an undergraduate program in Actuarial Science with several options, including a co-op option. The university has chosen to build up a large faculty group in Actuarial Sciences — eight professors. This constitutes the greatest concentration of faculty resources in this area in North America.

The program is included in the University's five-year graduate plan and is consistent with the aims, objectives and existing strengths of the University.

5. Funding

The Committee, therefore, recommends to Council that:

the Master's program in Actuarial Science at the University of Waterloo be recommended by Council as being eligible for formula funding support.

Academic Advisory Committee
Octboer 2, 1985

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[4] Letter, February 28, 1985.

Appendix F

ONTARIO COUNCIL ON UNIVERSITY AFFAIRS
ACADEMIC ADVISORY COMMITTEE

Social Anthropology (Ph.D.), York University — New Graduate Program Considered for Formula Funding

On July 31, 1985, York University requested that Council consider for funding approval its new doctoral program in Social Anthropology. Council, according to established procedures, referred the program to its Academic Advisory Committee. The Committee's findings with respect to the application of Council's funding criteria are summarized below.

1. Academic Appraisal

The Council of Ontario Universities has certified that the program has passed a rigorous academic appraisal (July, 1984), and, at the time of appraisal, did not require any improvements.

2. Need

In its submission York University noted that the primary focus of its doctoral program in Social Anthropology is "the study of contemporary complex societies, defined as the study of social interrelationships in modern nation states with an emphasis on modern urban and ethnic studies."[1] According to York, graduates from this program will not only be qualified to teach at the university level but will be well-suited to undertake policy-oriented research positions in government and social service agencies or become self-employed consultants. In assessing the societal need for graduates from this program the Committee examined closely the supporting documentation provided by York regarding the availability of both academic and non-academic positions for Ph.D. graduates in Anthropology.

With regard to the availability of academic positions in Anthropology at Canadian universities, York estimated that on average approximately 17 full-time university teaching positions are available each year, although some may be replacement positions. In view of the Advisory Committee on Academic Planning (ACAP) report in 1974 on Anthropology programs which estimated the number of university positions available as 10-20 each year, the Committee not only accepted York's estimate as reasonable, but considered it to be an indication that the number of academic openings has remained relatively constant over the past decade.

The ACAP report on Anthropology also stated that "at this moment, Canadian universities are not completely supplying the demand but should within the next few years as people presently in the Ph.D. stream complete their degrees."[2] The Committee found this statement particularly interesting considering that the output of Ph.D. graduates in Anthropology from Canadian universities has increased significantly during recent years with 119 students graduating between 1979 and 1983 as compared to 73 Ph.D.'s produced during the previous five-year period 1974-1978. The substantial increase in the number of Ph.D. graduates coupled with the fact that the number of academic openings in Anthropology has appeared to remain relatively stable during the past decade suggests to the Committee that the slight demand for Ph.D.'s which existed in 1974 has been met and that Canadian universities are now supplying enough doctoral graduates in Anthropology to meet the demand for faculty at the university level. In addition, data provided by Statistics Canada regarding the age profile of

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[1] *Request for Funding, Ph.D. Program in Social Anthropology, York University*, July 31, 1985, p. 1.

[2] Council of Ontario Universities, *Perspectives and Plans for Graduate Studies — Anthropology*, 1974, p. 19 of the Advisory Committee on Academic Planning Report.

Anthropology faculty at Canadian universities indicate that the discipline will not begin to experience significant retirements until the years 2000-2005. The Committee, therefore, is not convinced that either a current or anticipated need exists for additional Anthropology faculty at Canadian universities.

With respect to non-academic opportunities for anthropologists, the Committee notes that the federal and provincial governments currently employ very few anthropologists. Information provided by York reveals that in 1982, only 58 Federal public servants held Anthropology degrees and of this number only 11 had earned a Ph.D. Although York states that more employment can be anticipated "once anthropologists have made some inroads into the Public Service"[3], the Committee was not provided with any evidence which would suggest that the present situation is about to change.

According to York, the largest non-academic market for anthropologists is in the area of private consulting. York states in its submission that:

> The latent demand for consultants is very high but this has only recently focussed on anthropology because heretofore anthropologists have not created or designed models of activity that potential employers could use. This situation is changing as anthropologists themselves realize that they have much to offer the private sector.[4]

The Committee found these comments to be very similar to statements made in 1974 in ACAP's report on Anthropology. In assessing the employment opportunities for anthropologists, ACAP stated at the time that:

> Anthropology departments also have to work in the direction of changing the public image of anthropology (largely still that of people engaged in prehistorical research) in order to "sell" employers on the value of having a broadly trained, humanistically oriented social scientist in their organizations. If this were to be encouraged in the next few years, the problem faced by anthropology in getting society at large to accept its degree holder's credentials as a necessary and sufficient basis for employment would, in large part, be alleviated.[5]

The report concluded by commenting that "the major problem is not that anthropological skills are not marketable but that professional competence in the discipline is not yet widely recognized as essential to the organization of many sectors of society.[6]

Although the *potential* may continue to exist today for anthropologists to find suitable employment in non-academic settings, the Committee found little evidence which would suggest that the employment prospects for anthropologists have improved considerably since 1974. The Committee acknowledges that opportunities in non-academic settings do exist for anthropologists. However, there does not appear to be a need for additional Ph.D. graduates in these areas at the present time.

Presently, both the University of Toronto and McMaster University offer doctoral programs in Anthropology. At Toronto a total of 62 students is enrolled in the Ph.D. program for 1985-86 with 28 students specializing in Social/Cultural Anthropology. Doctoral enrolment in Anthropology at Toronto has declined from 1981-82 and 1982-83 levels which were 89 and 91 respectively. At McMaster, doctoral enrolment has remained relatively stable during the past five years both in terms of total enrolment (18-24 students) and the number of students specializing in Social/Cultural Anthropology, which have traditionally constituted the majority. Application statistics were also obtained from Toronto and McMaster and these figures do not indicate a growing demand for doctoral education in Anthropology. In light of the above, the Committee believes that the demand from students for doctoral education in Anthropology is presently being met by the two existing programs at Toronto and McMaster.

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[3] York University, *Response to OCUA Request for Additional Information*, November 19, 1985, p. 6.

[4] *ibid.*, p. 4.

[5] Council of Ontario Universities, *Perspectives and Plans on Graduate Studies — Anthropology*, 1974, p. 22 of the Advisory Committee on Academic Planning Report.

[6] *Ibid.*, p. 23.

Given the lack of evidence in support of this program both in terms of employment opportunities (academic and non-academic) and student demand, the Committee is not satisfied that a definite need exists at the present time for an additional funded doctoral program in Anthropology in the province. As the program does not meet, in the Committee's opinion, all of Council's funding criteria for new graduate programs, the Committee, therefore, recommends to Council that:

> the doctoral program in Social Anthropology at York University not be recommended by Council as being eligible for formula funding support.

Academic Advisory Committee
January 20, 1986

85-XI Undergraduate Quasi-Professional Program Funding — Computer Engineering (BEng), University of Waterloo

In this memorandum Council offers advice on one new undergraduate quasi-professional program. This program was considered by Council in accordance with the procedures set out in Advisory Memorandum 82-VII and upon the advice received from the Academic Advisory Committee. Council continues the practice, established in Advisory Memorandum 84-VIII, of offering advice on the weight which should be applied.

Computer Engineering, (BEng), University of Waterloo

Council has examined the advice of its Academic Advisory Committee regarding the University of Waterloo's new program in Computer Engineering (see Appendix A).

Council notes the very high enrolment pressures on existing computer engineering programs and computer options of electrical engineering programs. High levels of student demand for these programs are paralleled by industry's strong, steady demand for computer engineering graduates.

Council consulted the Council of Ontario Universities (COU) which, through its affiliate — the Committee of Ontario Deans of Engineering — indicated that there was strong support for another computer engineering program within the Ontario university community. COU also indicated that, due to the high demand for computer engineering graduates, the program at Waterloo would not jeopardize existing programs.

Despite similarities between the Waterloo program and existing computer engineering programs at other universities, Council considers this to be a case of justifiable duplication in light of such support for the program and high demand for its graduates.

This program is consistent with Waterloo's existing strengths in the areas of computer science, engineering and mathematics and will not entail additional expenditures on faculty or facilities.

Council therefore recommends the funding of this program even in a time of economic constraint.

Accordingly, Council *recommends to the Minister:*

OCUA 85-42
FUNDING FOR THE BACHELOR'S PROGRAM IN COMPUTER ENGINEERING AT THE UNIVERSITY OF WATERLOO FOR 1987-88.

THAT the BEng program in Computer Engineering at the University of Waterloo be deemed eligible for formula support beginning in 1987-88 and that eligible enrolment, from 1986-87 on, be included in the moving average for the university — the program to be in Category 3, with a weight of 2, as outlined in the Ministry's *Operating Formula Manual*.

M. Paikin
Chairman

February 21, 1986

Appendix A

ONTARIO COUNCIL ON UNIVERSITY AFFAIRS
ACADEMIC ADVISORY COMMITTEE

Computer Engineering (B.Eng.), University of Waterloo — New Undergraduate Professional Program Considered For Formula Funding

On October 4, 1984, the University of Waterloo requested that Council consider for funding approval its new undergraduate professional program in Computer Engineering. In accordance with established procedures, Council circulated the program proposal to the Council of Ontario Universities (COU) which, in turn, asked for and received advice concerning the proposal from the Council of Ontario Deans of Engineering. Council referred the program and COU's comments to its Academic Advisory Committee and asked for specific advice thereon.

The Committee's findings with respect to the program are summarized below.

1. Proposed Curriculum

Computer Engineering involves aspects of design, interpretation, implementation and utilization of computers and computer systems within an engineering environment.

The proposed four-year program has been developed from the existing Computer Engineering option within the Electrical Engineering program at Waterloo. This option has been offered since 1980. The proposed curriculum would involve the addition of only two new courses containing material not previously taught. The new program would have courses in common with the electrical engineering stream, but, there would be a greater emphasis on computer hardware and software applications. The program would have a significant laboratory component and would be offered on a co-op basis.

2. Academic Quality of the Program

The Committee notes that the program received Senate approval in June, 1984.

3. Financial Viability of the Program

In its program submission, the University stresses that the program will be funded out of existing resources. Waterloo states that "no additional Provincial funding is sought to expand the facilities."[1] The Committee accepts this statement. First-year intake for the department will remain at 160 students: 80 in the electrical program and 80 in the new computer program. Additional faculty will not be required. The administrative structure of the Department of Electrical Engineering will be reorganized, but not expanded.

4. Projected Enrolment

As mentioned above the first-year intake will remain at 80 students per year.

5. Co-operation with other Post-Secondary Institutions

The potential for co-operation with other institutions was examined, but was found to be unnecessary.

6. Need — Student and Societal Demand

Student demand at Waterloo for the present computer engineering option has been increasing during the past three years, with thirty to forty percent of students entering electrical engineering opting for this stream. COU advises that:

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[1] University of Waterloo, *A Proposal For The Establishment Of An Undergraduate Program in Computer Engineering At The University of Waterloo*, October 1984, p. 4.

> Enrolments in computer engineering programs and in computer options of electrical engineering programs continue to experience very high enrolment pressures. It is believed that all such programs in the Province are operating at capacity and that many good students are turned away from these programs each year.[2]

It is unlikely, therefore, acording to COU, that this new program at Waterloo will jeopardize the viability of any existing programs.

In Advisory Memorandum 82-XIII, Council recommended for funding approval Carleton University's new undergraduate program in Computer Systems Engineering due to a strong societal demand for graduates of such a program. COU advises that the deans of engineering are convinced that there continues to be a "marked industrial demand for graduates in Computer Engineering and all indications are that this demand will persist."[3]

The Committee is satisfied that there is a student and societal demand for this new program.

7. Program Uniqueness

The unique feature of the Waterloo program is its co-op nature, but otherwise it is similar to the programs in Computer Engineering at Carleton and McMaster universities. Considering the student demand for such programs (Carleton University reports an entering cut-off grade of 88% for its program), and the societal need, the Waterloo program is an example of justifiable program duplication.

8. Local and Regional Support

Waterloo's reputation for strength in the computer field is well-known. It has attracted new industry to the Waterloo area and has helped to create some new industries and industry-university links through the Corporate Partnership and Industrial Affiliates program. The proposed program is strongly supported by the Industrial Advisory Council of the University of Waterloo and by the University's Co-ordination and Placement department.

9. Institutional Appropriateness

Given Waterloo's clearly established strengths in electrical engineering, the current computer option in that department and collateral strengths in computer science and mathematics, plus solid university-industry linkages, the Committee agrees with the judgment of COU that this is an appropriate institution to house the provinces's third program in computer engineering.

10. Funding

The Committee, therefore, recommends that:

> the University of Waterloo's new program in Computer Engineering be recommended as being eligible for formula funding support.

Academic Advisory Committee
October 2, 1985

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[2] Letter from Dr. E. J. Monahan to Mrs. M. Paikin, April 26, 1985.

[3] Letter, April 26, 1985.

OCUA Public Meetings 1985-86

OCUA Public Meetings 1985-86

Date	Location and Participants
September 13, 1985	**Lakehead University, Thunder Bay** Lakehead University Laurentian University Algoma University College Hearst University College Nipissing University College
September 20, 1985	**McMaster University, Hamilton** McMaster University Brock University University of Guelph Ryerson Polytechnical Institute
October 3, 1985	**Ontario Council on University Affairs, Toronto** Canadian Organization of Part-time University Students Ontario Confederation of University Faculty Associations Canadian Federation of Students
October 4, 1985	**Ontario Institute for Studies in Education, Toronto** Ontario Institute for Studies in Education Ontario College of Art University of Toronto Confederation of University Staff Associations York University
October 18, 1985	**Wilfrid Laurier University, Waterloo** Wilfrid Laurier University University of Windsor University of Western Ontario University of Waterloo
November 8, 1985	**Carleton University, Ottawa** Carleton University Queen's University Trent University University of Ottawa
November 21, 1986	**Chelsea Inn, Toronto** Council of Ontario Universities

OCUA Recommendations and Government Responses, 1985-86

OCUA Recommendations and Government Responses, 1985-86

Recommendation Number	Title	Response
	Advisory Memorandum 85-I	
85-I	Funding for University Undergraduate Certificate and Diploma Programs	Accepted
85-2	Funding for Certificate Programs at Ryerson Polytechnical Institute	Accepted
	Advisory Memorandum 85-II	
85-3	Differentiation Grant for Trent University 1985-86	Accepted
85-4	Northern Ontario Grants 1985-86	Accepted
85-5	Bilingualism Grants 1985-86	Accepted
85-6	Grant to the Law Society of Upper Canada on behalf of the Bar Admission Course 1985-86	Accepted
85-7	Graduate and Undergraduate BIU Values under the "Old Formula" 1985-86	Accepted
85-8	Base and Moving-Average BIU Values under the "New Formula" for 1985-86	Accepted
	Advisory Memorandum 85-III[1]	
85-9	The Criteria used in Reviewing Requests from Out-of-Province Canadian Institutions for Ministerial Consents Pursuant to the *Degree Granting Act*	Accepted
85-10	The Comparable Academic Standards to be met by all Non-Canadian Institutions requesting Ministerial Consents Pursuant to the *Degree Granting Act*	Accepted
85-11	The Mechanism for Reviewing Requests from Institutions Outside Canada for the Ministerial Consents Pursuant to the *Degree Granting Act*	Not Accepted
85-12	The Criteria used in Reviewing all Requests from Non-Canadian Institutions for Ministerial Consents Pursuant to the *Degree Granting Act*	Accepted

[1] See Minister's November 20, 1985 letter which follows this table.

Recommendation Number	Title	Response
	Advisory Memorandum 85-IV[2]	
85-13	Government Operating Grants for 1986-87 to Meet the Cost of Council's Basic Objectives in Funding Provincially-Assisted Universities and their Affiliated Colleges, Ryerson Polytechnical Institute, the Ontario Institute for Studies in Education, the Ontario College of Art and Dominican College	Not Accepted
85-14	Formula Fee Rates for 1986-87 to Meet the cost of Council's Basic Objectives	Not Accepted
85-15	Level of Support for Major Repairs, Renovations and Replacement Projects in 1986-87 for the Cyclical Renewal of the Existing Capital Stock	Not Accepted
85-16	Level of Support for Deferred Maintenance of Physical Plant in 1986-87	Not Accepted
85-17	Equipment and Library Funding for 1986-87	Not Accepted
85-18	Funding for 1986-87 for the Bar Admission Course	Not Accepted
	Advisory Memorandum 85-V	
85-19	Funding for the Bachelor of Science Program in Physiotherapy at the University of Ottawa for 1987-88	Accepted
85-20	Funding for the Bachelor of Science Program in Occupational Therapy at the University of Ottawa for 1987-88	Accepted
	Advisory Memorandum 85-VI	
85-21	Ontario Graduate Scholarship Awards 1986-87	Not Accepted
85-22	Number of Ontario Graduate Scholarships 1986-87	Accepted
85-23	Institutional Awards	Deferred
85-24	Ontario Graduate Scholarships to Persons on Student Visas	Accepted
	Advisory Memorandum 85-VII[3]	
85-25	University Excellence Fund	Partially Accepted

[2] See Minister's October 25, 1985 letter which follows this table.

[3] See Minister's March 10, 1986 letter which follows this table.

Recommendation Number	Title	Response
	Advisory Memorandum 85-VIII	
85-26	Differentiation Grant for Trent University 1986-87	Accepted
85-27	Northern Ontario Grants 1986-87	Accepted
85-28	Bilingualism Grants 1986-87	Accepted
85-29	Grant to the Law Society of Upper Canada on behalf of the Bar Admission Course 1986-87	Accepted
85-30	Graduate and Undergraduate BIU Values Under the "Old Formula" for 1986-87	Accepted
85-31	Base and Moving-Average BIU Values under the "New Formula" for 1986-87	Accepted
	Advisory Memorandum 85-IX	
85-32	Compulsory Ancillary Fees	Accepted
85-33	Relationship between Formula Fees and Actual Tuition Fees	Accepted
	Advisory Memorandum 85-X	
85-34	Funding for the Master's Program in Management Studies at Carleton University for 1987-88	Accepted
85-35	Funding for the Master's Program in Pastoral Studies at the University of Ottawa for 1987-88	Accepted
85-36	Funding for the Doctoral Program in Computing and Information Science at Queen's University for 1987-88	Accepted
85-37	Funding for the Master's Program in Computer Science at the University of Ottawa/Carleton University for 1987-88	Accepted
85-38	Funding for the Master's Program in Actuarial Science at the University of Waterloo for 1987-88	Accepted
85-39	Funding for the Doctoral Program in Social Anthropology at York University for 1987-88	Accepted
85-40	Funding for the Master's Program and Doctoral Program in Pharmacology at the University of Ottawa and the Doctoral Program in Adult Education at the University of Toronto (OISE)	Accepted
85-41	Funding for the Master's Programs in Chemistry, Physics and History at Trent University	Accepted
	Advisory Memorandum 85-XI	
85-42	Funding for the Bachelor's Program in Computer Engineering at the University of Waterloo for 1987-88	Accepted

Response to Advisory Memorandum 85-III

Ontario

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November 20, 1985

Mrs. Marnie Paikin
Chairman
Ontario Council on
University Affairs
7th Floor, 700 Bay Street
Toronto, Ontario
M5G 1Z6

Dear Mrs. Paikin:

I would like to thank the council for Advisory Memorandum 85-III "The Criteria Used in Reviewing Requests for Ministerial Consents Pursuant to the Degree Granting Act, 1983".

I note that the council has confirmed the principle which has guided the Ministry's policy with respect to the granting of ministerial consents to non-Canadian institutions. That is, Ontario residents who pursue degrees in Ontario which are both offered and conferred by non-Canadian institutions should be assured that such programs of study are of comparable quality to what they would receive if they took the program in the institution's home jurisdiction.

In addition, I concur with the council's view that it would be inappropriate to depend totally on the American regional accrediting associations to enforce the Ministry's criteria. I believe that the primary difficulty relates to the fact that these associations are voluntary rather than regulatory. I am also reluctant to depend totally on the American specialized accrediting associations to enforce Ministry criteria. I have, accordingly, decided to take a somewhat different approach than that suggested by the Advisory Memorandum.

I would like to request that the council assess the application from each out-of-province institution, based upon the criteria in the revised Ministry policy statement. I have enclosed, for your information, a copy of the revised policy statement.

While accreditation, either regional or where possible specialized, will remain as a requirement for American institutions, it will only be a minimum requirement. With respect to Canadian out-of-province institutions, the existing Ministry policy, as endorsed by the council, will be continued, but will serve only as a minimum requirement. I believe that the council can play a valuable role by advising me on whether ministerial consents should be granted to out-of-province institutions.

Thank you, again, for the advice contained in Advisory Memorandum 85-III.

Yours truly,

Gregory Sorbara
Minister

Enclosure

Policy Statement

Section 4 of the Degree Granting Act, which came into force on June 30, 1984, allows the Minister of Colleges and Universities to give written consent to:

(a) a degree-granting institution established outside Ontario to enable it to do any one or more of the things mentioned in clauses 2(a) to (d) of the Act; or

(b) a university established outside Ontario to enable it to do any one or more of the things mentioned in clauses 3(a) to (d) of the Act.

The Minister will consider granting consents to universities and other degree-granting institutions based outside the province following a review of the institution's:

- status in its home jurisdiction and certain accreditation documentation if applicable;
- its proposed degree program and its potential benefit to Ontario residents; and
- its facility in Ontario and library service arrangements.

The following is intended to clarify the Ministry's policy with respect to the granting of these consents:

1. An institution will be considered for a consent only if it is a corporation and is:

   (a) a university or degree-granting institution established in Canada by

      (i) an act of the Parliament of Canada, or

      (ii) an act of a legislature of a province other than Ontario and is a member of the Association of Universities and Colleges of Canada;

   OR

   (b) a university or degree-granting institution established by or under the laws of one of the states of the United States of America, and which:

      (i) is fully accredited by an accrediting agency or association recognized by the United States Secretary of Education, and

      (ii) is offering in Ontario a degree program of study fully accredited by an accrediting agency or association designated by the Minister and recognized by the United States Secretary of Education, and

      (iii) files proof with the Minister, if requested, showing that the accrediting agency or association referred to in subclause (ii) has certified that the degree program offered in Ontario meets the same standards that apply to such degree programs offered in the United States of America with respect to admission requirements, curricula, qualifications of faculty, hours of instruction, access to library and laboratory facilities, and requirements for graduation, and

      (iv) files proof with the Minister, if requested, showing that the accrediting agency or association referred to in subclause (ii) has conducted a recent inspection of the premises and training facilities where the degree program is offered in Ontario;

   OR

   (c) a university or degree-granting institution established under the laws of any jurisdiction other than those specified in clauses (a) or (b), and which:

(i) is fully accredited by an accrediting agency or is fully authorized to grant degrees in such jurisdiction and is recognized by the Minister, and

(ii) meets such other requirements as the Minister may prescribe.

2. An institution will be granted a consent only if it can establish that there is evidence of societal need and student demand for the proposed degree program.

3. An institution will be granted a consent only if its Ontario on-site facility and library services are deemed by the Minister to be adequate. With respect to library services, an institution must:

- provide its own on-site library facility with sufficient resources to meet the demands of the program; or
- guarantee full access to the home campus library by providing telephone access or comparable technology, bibliographic assistance and the provision of material by mail; or
- contract with a suitable local library, to deliver full services, including the right to borrow books, to its students; or
- make other arrangements, combining two or more of the above, that are acceptable.

Application and Assessment Process

1. Out-of-province institutions seeking a ministerial consent must submit an application, with the appropriate supporting documentation, to the Minister of Colleges and Universities.

2. The Ontario Council on University Affairs, an advisory body to the Minister of Colleges and Universities, will assess all applications from out-of-province institutions against the criteria outlined in this policy statement and advise the Minister on whether a consent should be granted and any special conditions that may pertain to the granting of such consent.

3. The Minister of Colleges and Universities, based upon the recommendation of the Ontario Council on University Affairs, will make the final decision regarding the granting of consents.

4. Out-of-province institutions receiving a ministerial consent will be required to include a "clarification statement" on all documents relating to the program offered in Ontario. The "clarification statement" is intended to encourage prospective registrants to verify for themselves whether the degree program offered would be recognized by potential employers and/or other post-secondary institutions.

Response to Advisory Memorandum 85-IV

Ontario

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October 25, 1985

Mrs. Marnie Paikin
Chairman
Ontario Council on University Affairs
7th Floor
700 Bay Street
Toronto, Ontario
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Dear Mrs. Paikin:

Further to the Honourable Robert F. Nixon's Budget Statement on October 24, 1985, I am pleased to inform you that the government will make available a maximum of $1,293,760,000 in operating grants to the universities and related institutions in 1986-87 in response to Advisory Memorandum 85-IV. This amount includes the grant-in-aid for the Bar Admission Course of the Law Society of Upper Canada. It represents a 4% increase over the 1985-86 global allocation. In addition, as I announced on October 17, 1985, the government has created a UNIVERSITY EXCELLENCE FUND which will provide $50,000,000 in special operating grants to the universities and related institutions for 1986-87.

As you are aware, the Treasurer also indicated that as a result of an evident stabilization in the rate of inflation, basic transfer payments will again increase by 4% in 1987-88. In making this announcement at this time the Treasurer is facilitating planning in the public sector. The government is particularly concerned that salary settlements in the public sector reflect this stabilization in the rate of inflation.

Funding for the Ontario Student Assistance Program (OSAP) will increase by 8% for 1986-87 to a total of $145,800,000. This represents $10,800,000 in additional funding for the program and will be used to meet increased tuition fees and to make various improvements in OSAP.

I am also pleased to inform you that the UNIVERSITY EXCELLENCE FUND will provide $9,500,000 in capital assistance to the universities for 1986-87. This amount is in addition to the $10,500,000 allocated to the Ministry's regular capital assistance program for 1986-87. The Ministry will be undertaking a review of our capital allocation policies.

Consistent with this government's policy on tuition fees and accessibility to university education, formula fee rates for all students in Ontario universities, Ryerson Polytechnical Institute, the Ontario College of Art and related institutions will increase by only 4 percent in 1986-87. This policy applies to tuition fee rates for non-exempt visa graduate and undergraduate students as well as domestic students.

The previous government, on the advice of the council, decided to maintain in 1985-86 the partially implemented new formula distribution arrangements that pertained in 1984-85 rather than move to the second stage of the planned three year phase-in of the new formula. It is my understanding that this decision was taken in order to avoid moving the formula in an inappropriate direction before a decision on the future allocative mechanism was made in response to the report of the Commission on the Future Development of the Universities of Ontario.

This government does not accept the allocative mechanism proposed by the Commission. I do believe, however, that the formula distribution arrangements need to be resolved. I am, accordingly, asking the council's advice with respect to the formula distribution arrangements for 1986-87. I anticipate that the council will consider this advice in the context of the need to clarify the formula distribution arrangements for 1987-88 and beyond.

Once the matter of the distribution arrangements for 1986-87 has been resolved, I will be requesting the council's advice with respect to the distribution of the formula and extra-formula grants. The amount from the total operating support that will be reserved for Ministry budget review is $5,290,000.

I would also like to take this opportunity to request the council's advice with respect to certain aspects of the UNIVERSITY EXCELLENCE FUND, an initiative intended to enhance quality in both teaching and research.

The LIBRARY ENHANCEMENT AND STUDENT EQUIPMENT component of the fund will provide $25,000,000 to assist the institutions in the acquisition of library reference materials and equipment and urgently required teaching aids, computers, laboratory and scientific equipment for instructional purposes. Each institution's entitlement will be based on its 1985-86 enrolment as measured by its Basic Income Units (weighted enrolment). I would request that the council advise me if, in its opinion, special criteria should be used in assessing institutional submissions with respect to this component of the UNIVERSITY EXCELLENCE FUND.

In view of this substantial contribution to equipment needs, I would encourage the institutions to restrict the imposition of new incidental fees to defray the costs of program-related equipment and computer usage. I look forward to receiving the council's policy advice on the matter of compulsory incidental fees in the near future.

The RESEARCH LEADERSHIP component of the fund will provide $15,000,000 in 1986-87 to enhance the research resources of the universities. It will be used to assist in the acquisition of research equipment, specialized experimental facilities and highly skilled technical and professional research support staff. In recognition of the current research specialization and strengths within the system, a university's entitlement should reflect its current level of sponsored research activity.

I would appreciate receiving the council's advice with respect to an appropriate formula, which reflects sponsored research activities, for determining each university's entitlement. I would also request the council's advice on how universities should report on the utilization of resources provided pursuant to this component of the fund.

The FACULTY RENEWAL component of the fund has been established in recognition of the need for an infusion of new younger faculty into our institutions. The government has allocated $10 million for this program in 1986-87. The introduction of new faculty should improve the percentage of women faculty while at the same time, increase the opportunities for young Canadian scholars. I am asking the council to advise on the structure and duration of the program.

I anticipate that the UNIVERSITY EXCELLENCE FUND will be used to enhance institutional capacity to build upon centres of strength. I would request that the council consider this goal when advising on the various aspects of the program that I am asking it to advise upon.

I would like to thank the council for the advice contained in Advisory Memorandum 85-IV as it made a positive contribution to the government's decision to take the exciting initiatives contained in the UNIVERSITY EXCELLENCE FUND. I look forward to receiving the council's advice.

Yours truly,

Gregory Sorbara
Minister

Response to Advisory Memorandum 85-VII

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March 10, 1986

Mrs. Marnie Paikin
Chairman
Ontario Council on University Affairs
7th Floor, 700 Bay Street
Toronto, Ontario
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Dear Mrs. Paikin:

I would like to thank the members of the Ontario Council on University Affairs for the advice contained in Advisory Memorandum 85-VII, "University Excellence Fund" and Advisory Memorandum 85-VIII, "The Allocation of the Government's Operating Support for the University System in 1986-87".

I have reviewed the council's advice with respect to the structure of the various components of the Excellence Fund and have found it to be most valuable in identifying such issues as distribution, eligible expenditures and accountability. In responding to the council's advice, I would like to take this opportunity to set out how two components of the program will be structured.

Library Enhancement and Student Equipment

As I indicated in my letter of October 25, 1985, this component of the fund ". . . will provide $25,000,000 to assist the institutions in the acquisition of library reference materials and equipment and urgently required teaching aids, computers, laboratory and scientific equipment for instructional purposes . . ." I accept the council's advice that the eligible expenditures under this component of the fund should include: one-time installation costs such as cabling for microcomputer laboratories; directly related renovation and alteration costs to reconfigure or adapt the existing physical plant to accommodate the new equipment and to provide access to these acquisitions; the cost of purchasing supplies related to the new equipment such as computer software; the cost of shelving the new books and periodicals; and the cost of cataloguing new acquisitions.

As I indicated in my letter of October 25, 1985, each institution's entitlement will be based on its 1985-86 weighted enrolment as measured by its Basic Income Units. A calculation of these entitlements based on preliminary 1985-86 data are reflected on the attached table. Institutions will be asked to submit proposals detailing how they intend to expend their entitlements. In accordance with the council's advice, these submissions should be broad in nature, project-oriented (rather than line-by-line), and should outline the types of expenditures to be undertaken, confirm that the expenditures meet the eligibility criteria and indicate the anticipated impact on enhancing the quality of instruction.

Following the approval of the institution's submissions, funds will be flowed to the institutions on a calendarized basis in the same way as the operating grants. Institutions will be asked to account separately for expenditures from this component of the fund and to submit special audit reports with respect to it.

It is the government's intention that funds expended under this component of the fund be additional to those which the universities would normally expend for library reference materials and student equipment. Accordingly, I have asked ministry officials to work with the appropriate Council of Ontario Universities' body to develop a suitable monitoring system to ensure that such expenditures are additional to those which would normally be incurred. As OCUA has suggested, one means of doing so would be to examine expenditures for such items as indicated in COFO-UO reports over a certain period. Institutions would be required to spend the full amount of their grant over and above what would normally be spent for such purposes.

I have also asked these officials to work with the Council of Ontario Universities on the development of audit guidelines for the audit reports which will be required for this component of the fund.

Research Leadership

As I indicated in my letter of October 25, 1985, this component of the fund ". . . will provide $15,000,000 in 1986-87 to enhance the research resources of the universities. It will be used to assist in the acquisition of research equipment, specialized experimental facilities and highly skilled technical and professional research support staff . . ." I accept the council's view that this provides for relatively flexible used of these funds and that there is, therefore, no need for additional criteria.

Unfortunately, I cannot accept the council's advice that each institution's entitlement be determined by its share of the aggregate of peer-adjudicated research grants allocated by NSERC, MRC and SSHRC for the years 1982-83, 1983-84 and 1984-85. The distribution resulting from the application of such a formula would not recognize the full extent of sponsored research activities currently being undertaken by the universities. As such, it is too limited a basis upon which to distribute funds designated to enhance excellence in research.

Each institution's entitlement will be determined by its share of a modified aggregate of total sponsored research activity for the years 1982-83, 1983-84 and 1984-85 as indicated in the COFO-UO reports for each of these years. The aggregate of total sponsored research has been modified by deducting 40% of the Ontario Ministry of Agriculture and Food research grants to the University of Guelph pursuant to their research contracts over the period. This adjustment has been made to reflect the overhead costs which were included in these OMAF grants. These entitlements are reflected in the attached table. As in the case of the Library Enhancement and

Student Equipment component of the fund, institutions will be asked to submit proposals detailing how they intend to expend their entitlements. The institutions in their submissions may apply for authorization to delay expenditures of research leadership funds into 1987-88 if they foresee any need to do so.

Following the approval of the institutions' submissions, funds will be flowed to them on a calendarized basis in the same way as operating grants.

As in the case of the Library Enhancement and Student Equipment component, institutions will be asked to account separately for expenditures from this component of the fund and to provide the minstry with special audit reports with respect to it. Audit guidelines with respect to this component can be addressed through the same consultation process referred to above.

This component of the fund is intended to recognize current activities and strengths and thereby assist the universities in meeting existing commitments. It will, therefore not be necessary to demonstrate that all expenditures under this component are additional to those which would normally be incurred.

Faculty Renewal

As I indicated in my letter of October 25, 1985, this component of the fund ". . . has been established in recognition of the need for an infusion of new younger faculty into our institutions. The government has allocated $10 million for this program in 1986-87. The introduction of new faculty should improve the percentage of women faculty while at the same time, increase the opportunities for young Canadian scholars . . ."

I note the council's advice that these goals cannot be effectively addressed by a single year program and have therefore decided to defer responding to the council's recommendations with respect to this component of the fund so that this matter can be considered further.

In the meantime, I will be requesting the institutions to submit their proposals for the Library Enhancement and Student Equipment and Research Leadership components of the fund at their earliest possible convenience. More detailed instructions on audit and other reporting requirements will be sent to the institutions following consultations with the Council of Ontario Universities.

I am also pleased to advise you of my acceptance of the advice contained in Advisory Memorandum 85-VIII, "The Allocation of the Government's Operating Support for the University System in 1986-87".

I note that in addition to the 3.5% floor, which the council previously advised, the council is now recommending a provision to ensure that an institution which contributes to this floor will not have its total grants reduced below the 4% level. I understand that the council intends that this be accomplished by means of a special grant from the amount reserved for final enrolment and floor adjustments rather than by a re-iteration of the formula used to calculate the initial floor contributions. I further understand it is the council's recommendation that the exact amounts of such grants will be determined on the basis of actual formula grants for 1986-87 prior to adjustments resulting from the distribution of the visa-fee pool compared with 1985-86 grants prior to final adjustment for the visa-fee pool.

Again, please express my thanks to the members of the council for these two advisory memoranda.

Yours truly,

Gregory Sorbara
Minister

Attachment

Preliminary Summary of Regular Operating Grants and Allocations under University Excellence Fund

(Excluding Faculty Renewal Component)
$000's

University	Total Regular 1985-86 Grants (1)	Total Regular 1986-87 Grants (1)	% Increase over 1985-86	Library Enhancement & Equipment Fund Allocation (2)	Research Leadership Fund Allocation (3)	TOTAL FORMULA & SPECIAL OPERATING GRANTS	% Increase over 1985-86	% Share of Total
Brock	23,420	24,700	5.47	608	64	25,372	8.34	1.91
Carleton	60,284	62,915	4.36	1,297	562	64,774	7.45	4.88
Guelph	73,595	76,378	3.78	1,436	1,404	79,218	7.64	5.97
Lakehead	21,878	22,767	4.06	435	141	23,343	6.70	1.76
Laurentian (4)	22,937	24,007	4.66	439	103	24,549	7.03	1.85
Algoma	1,907	2,034	6.66	38	0	2,072	8.63	0.16
Nipissing	4,343	4,588	5.64	103	0	4,691	8.01	0.35
Hearst	804	842	4.73	10	0	852	5.98	0.06
McMaster	80,201	83,045	3.55	1,551	2,158	86,754	8.17	6.54
Ottawa	103,127	107,252	4.00	1,904	916	110,072	6.73	8.30
Queen's	83,666	86,594	3.50	1,660	1,318	89,572	7.06	6.75
Toronto	267,076	276,424	3.50	5,104	4,346	285,874	7.04	21.56
Trent	14,167	14,943	5.48	326	59	15,328	8.19	1.16
Waterloo	93,783	97,233	3.68	1,921	1,244	100,398	7.05	7.57
Western	125,601	129,997	3.50	2,457	1,741	134,195	6.84	10.12
Wilfrid Laurier	24,123	25,027	3.75	555	21	25,603	6.13	1.93
Windsor	51,964	53,783	3.50	960	255	54,998	5.84	4.15
York	108,589	113,912	4.90	2,674	487	117,073	7.81	8.83
O.I.S.E.	16,426	17,069	3.91	306	130	17,505	6.57	1.32
Ryerson	52,783	54,681	3.60	1,045	51	55,777	5.67	4.21
O.C.A.	7,551	7,815	3.50	165	0	7,980	5.69	0.60
Dominicain	115	119	3.48	5	0	124	7.78	0.01
TOTAL	1,238,340	1,286,125	3.86	25,000	15,000	1,326,125	7.09	100.00

FOOTNOTES: (1) Total regular grants are Formula Grants prior to foreign student fee adjustments plus extra formula grants, as quoted by OCUA in Advisory Memorandum 85-VIII.
(2) Ministry estimate based on BIU counts available as of February 1, 1986 (includes winter term estimates).
(3) Totals may not add exactly due to rounding.
(4) Amounts shown for Laurentian affiliates include Laurentian students studying on the affiliate campuses.

Ministry of Colleges and Universities